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Committee of Experts on Public Administration
Eleventh session
New York, 16-20 April 2012
Item 2 of the provisional agenda
Adoption of the agenda and other organizational matters

Provisional agenda and organization of work

1. Election of officers.
2. Adoption of the agenda and other organizational matters.
3. Local public governance and administration for results:
   (a) Intergovernmental governance and regimes;
   (b) Public service capacity-building for local-level development;
   (c) Transparency, accountability and citizens' engagement.

   Documentation

   The Committee will submit three papers on local public governance and administration for results, with a particular focus on three subthemes, namely: (a) intergovernmental governance and regimes (E/C.16/2012/2); (b) public service capacity-building for local-level development (E/C.16/2012/3); and (c) transparency, accountability and citizens' engagement (E/C.16/2012/4). Based on the parameters set by the background papers, the Committee will determine the key public administration issues and identify policy options and recommendations for Member States, the Economic and Social Council and the Secretariat, with a view to assisting Governments in their accelerated achievement of the internationally agreed development agenda including the Millennium Development Goals.
4. Review of the United Nations Programme in Public Administration and Finance.

   Documentation

   The Secretariat will submit a report (E/C.16/2012/5) highlighting the major activities undertaken by the Secretariat in 2011 under the United Nations Programme in Public Administration and Finance. The report will also contain

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the strategic framework and scope of activities for the period 2012-2013. The Committee is invited to review and provide feedback to the Secretariat on these activities, which are intended to assist national and local governments in addressing their current public governance and administration challenges as well as the emerging issues in a globalized world.

5. Agenda for the twelfth session of the Committee of Experts.

The Committee will review its programme of work and make recommendations to the Economic and Social Council on the agenda for its twelfth session.

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Item 3 (a) of the provisional agenda*
Local public governance and administration for results

Intergovernmental governance and regimes

Note by the Secretariat

By the present note the Secretariat transmits a paper written by Jan Ziekow, member of the Committee of Experts on Public Administration, in accordance with the proposed basic programme of work of the Economic and Social Council for 2012 and 2013 (E/2012/1) and the provisional agenda for the eleventh session of the Committee (E/C.16/2012/1). The views expressed and the content presented in the paper are those of the author and do not imply any expression of opinion on the part of the United Nations.

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Report on intergovernmental governance and regimes

Summary

The present report sets out the requirements that must be met in order to make the most of the strengths of representative democracy at the local level and from the intergovernmental perspective. It suggests that a careful balance of the competencies of local authorities and administrations together with a carefully balanced decoupling of local councils from State institutions grants financial power and autonomous self-government to municipalities. It also suggests that a representative democracy that relies solely on institutions legitimized by elections is under constant pressure of proving its legitimacy and that a well designed representative democracy is invested with a local governance system, which includes the specific advantages of additional legitimacy and cooperation with other actors.

I. Introduction

1. Representative democracy at the local level can, in the context of this paper, only be viewed in light of the theme of local governance for results, and not in an abstract way. One is reminded of the fact that "public governance" stands for "the steering process by which the sense of direction of society and the social capacity to carry out public intentions are built and defined".[1] This process includes not only State actors, but also Government, private corporations, civil society organizations and citizens, which interact with each other in different ways. Tension arises regarding the Government's role, which can be characterized by the following two extremes: on the one hand, it has been agreed that governance is not based on Government action alone, but also on other actors' initiatives, leading to joint action between Government and non-governmental actors. On the other hand, it has also been recognized that it is indispensable that the institutional-political dimension of governance is based on democratic institutions founded on free elections.

2. It may, theoretically speaking, be easy to assign the leading role, i.e. that of helmsman, to democratically elected institutions. However, who is the captain that makes the final decision as to what should be done, and who takes responsibility for this decision? A network that has evolved through the governance process is not suitable for assigning responsibility. Research on pilot projects has shown just how difficult it is to designate roles and tasks in a network-oriented governance process.[2]

3. The fact that public governance is not a process of autonomous network configuration, but outcome-oriented, is emphasized by the fact that governance exists for results. A definition of public results includes both "policy performance" and "democratic performance", wherein special emphasis is placed on a freely elected Government as a measure of good public results.[3]

4. Thus the essence is the role of representative democracy at the local level, both in its relationship with democratic institutions at the State level as well as its relationships with the professional local bureaucracy and local organizations, businesses, citizens and other actors within the multi-actor governance. The position of representative democracy at the local level is, in this respect, more difficult than representation at the national level. At such higher levels, interconnections and interdependencies are not as closely knit as for local representatives.

5. The status given to representative democracy at the local level in a particular national context depends very much on culture, tradition, values, social structure, and legal and administration systems; and thus it varies greatly. Nevertheless, a number of basic propositions can be derived from observing the numerous different contexts.

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[1] E/C.16/2011/2, para. 9.

[2] Inga Nyholm and Arto Haveri, "Between government and governance: local solutions for reconciling representative government and network governance", *Local Government Studies*, vol. 35, No. 1 (2009), p. 109.

[3] E/C.16/2011/2, para. 24.

II. Representative democracy at the local level

6. Firstly, the position of local representative democracy is fundamentally dependent on the level of autonomy granted to local bodies. As an example, both article 3 of the European Charter of Local Self-Government and article 3 of the draft World Charter of Local Self-Government, a joint initiative of UN-Habitat and the World Association of Cities and Local Authorities Coordination, refer to substantial self-government, which includes the right and the ability of local authorities to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population. As part of the concept of real self-government, local representation of citizens is the core element: "This right shall be exercised by councils or assemblies composed of members freely elected".[4] Such self-administration is unthinkable without the financial autonomy of municipalities with respect to the national Government and without local representatives being able to take responsibility for decisions regarding the allocation of resources.[5] Having said that, too much autonomy at the local level can also be seen as a threat to the precedence that should be given to democratically established national priorities and as a danger to democratic institutions at the national level. For this very reason, local governments in some States are given only limited rights of self-administration and autonomy and the national Government makes all the major decisions, which means that those made by local representatives can, for example, be revoked and replaced. In this case, local councils can only determine and take responsibility for exercising local interests to a limited extent. It is possible that the autonomy and responsibility of a local government does not stretch as far as their citizens' local interests, for which a council feels responsible. They can feel inclined to have to rely on external actors, without being able to guarantee responsible local governance.[6] Therefore, a careful and clear allocation of responsibilities and authority between national and local democratic institutions is crucial for sound intergovernmental governance.

7. Secondly, the level of devolution is of importance with respect to how close the elected representatives are to the citizens they represent and the extent to which the elected representatives can actually recognize and represent their citizens' interests. This is very much dependent on the size of the State and how its different governmental levels are divided. In multilayered federalist States with a strong degree of self-administration, such as Germany, some regions have up to six elected representative bodies extending from the national level down to the lowest local level, each with its own autonomous decision-making responsibilities. In such systems, local councils play an essential role in the self-conception and local and regional identity of citizens. Personal contact with the elected representatives is of the utmost importance and the election of individuals is often more relevant than their political party affiliation. However, this is different for local council elections in large districts that were created with little consideration for ethnic and/or cultural traditions. It is therefore very important to find a balance between economies of

[4] Article 3 of the European Charter of Local Self-Government and of the draft World Charter of Local Self-Government.

[5] See United Nations Human Settlements Programme, *International guidelines on decentralisation and the strengthening of local authorities* (Nairobi, 2007).

[6] See Annette Christmas and Jaap de Visser, "Bridging the gap between theory and practice: reviewing the functions and powers of local government in South Africa", *Commonwealth Journal of Local Governance*, No. 2 (January 2009).

scale, which can be attained by having large local government districts and maintaining democratic values of representation.

8. Thirdly, the relevance of directly elected local councils is heavily influenced by the position of the authorities, including mayors and local administrators. In this respect, there are very different systems whose essential differences lie in the procedure for electing the mayor, i.e. whether he/she is elected by the citizens or by the local council, or whether he/she is given this position by the national Government; whether he/she is the sole person responsible for local administration or must adhere to orders handed down from above; whether he/she runs the local council or whether the council oversees the mayor from the outside; and whether the local council consists only of popularly elected representatives or if it also contains administrative staff who possess equal status and rights.[7] Each system has advantages and disadvantages that very much depend on one's perspective. Two examples: if one considers it essential to have a strong, professional administration that can fall back on the knowledge of the main national authorities, then one will favour a tight intergovernmental connection and, therefore, a dualistic system possessing both a mayor appointed by, and dependent on, the national Government and local representatives elected by the citizens. On the other hand, the role of local councils would be considerably increased in a system that strictly adheres to the principle of representation and would make the position of the mayor dependent on the council's decision.

9. The fourth aspect of the role of representative democracy at the local level is connected to this dual role of the local representatives elected by the citizens, who must represent both the interests of groups and citizens and those of the administration, meaning the responsibility for local services and local infrastructure. Should the council take responsibility for good administration in the municipality, councillors must have a high degree of specialized professionalism and be prepared to spend a lot of time becoming familiar with issues. In this system, other people may be required, as the main role of the councillors is seen as a representative one, i.e. spending a large proportion of their time talking to citizens and getting to know their interests and concerns. One sensible solution to this dilemma is to maintain the political role of the representatives and yet still enable them to make their own decisions regarding administrative issues that are important to the municipality. However, individual issues should be left to professional administrations, as they are the most qualified to deal with them.

10. In turn, the fifth aspect concerns the necessity to realize the particularly conceptual relevance of local representative democracy to contribute to an efficient, responsive, responsible administration that reduces poverty in practice. This means that local representation should not fall prey to national political parties, nor should elites be allowed to take control of the governance process. The representation of ethnic or social minorities in the elected bodies must be guaranteed. This requires actively educating citizens in democracy so that they can have at least a basic understanding of the functions and interaction of democratic institutions and can either develop a personal interest in representing the local community or at least be able to monitor their elected representatives. All documents concerning decisions

[7] See Timothy D. Sisk and others, *Democracy at the Local Level: The International IDEA Handbook on Participation, Representation, Conflict Management and Governance* (Stockholm, International Institute for Democracy and Electoral Assistance, 2001).

discussed in local council meetings must be made accessible to the public and councils should hold public meetings so that citizens may ask questions. A well-balanced representative democracy provides better protection against the tyranny of the majority than a pure direct democracy.

III. Local partnerships and forms of cooperation

11. It may be said that there is broad agreement that, irrespective of the central significance of representative democracy at the local level, there is a need for an extension of the scope of the public policymaking process beyond the institutions of the municipality. There are two perspectives: firstly, a participatory and inclusive approach to governance is indispensable for achieving the Millennium Development Goals: "it is increasingly clear that success will require an approach which redefines the relationship between the government and civil society".[8] Secondly, local government is increasingly stretching itself to the limits of its capabilities for several different reasons: limited financial resources; increasing demands to make more comprehensive improvements to the standard of living of citizens; and the limited ability of administrations to generate the knowledge, problem-solving skills and innovation required for new institutional arrangements. Although this necessity to draw on expertise outside institutionalized local government has been known for quite some time, discussion has almost exclusively focused on the topic of privatization.[9] Comparative empirical studies have shown, for example, that States with a strong central Government and weak municipalities have privatized local services on a much larger scale than States in which municipalities have a high level of self-government and far-reaching financial autonomy.[10] Even though approaches to the question of privatization still vary greatly from State to State, it has become clear that privatization alone cannot solve all the problems regarding the provision of public services at the local level and that comprehensive strategies beyond privatization must be developed.

12. One essential requirement for the development of such strategies is that all actors — the municipalities involved, institutions of civil society and private companies — should be aware of the goals of the cooperative endeavour as well as any goals specific to any one of the partners. As much as local governance tries to develop a control concept that includes all actors, this will not succeed if the goals and rationalities of the different parties are not clearly set out in advance.

13. Civil society organizations pursue the interests of the citizen of the municipality. It is their task to make citizens' interests heard when the citizens feel that their concerns are not being taken seriously enough by the local government. Given that they are in close contact with citizens, these organizations are often more fully aware of the nature of any problems, know those affected and have possible solutions that can be considered. Cooperation between civil society organizations and the local government should improve the awareness of the interests affected, as

[8] *Participatory Governance and the Millennium Development Goals* (United Nations publication, Sales No. E.08.II.H.5).

[9] Germà Bel, Robert Hebdon and Mildred Warner, "Local government reform: privatisation and its alternatives", *Local Government Studies*, vol. 33, No. 4 (2007), p. 507.

[10] Kimberley Fitch, "Water privatisation in France and Germany: the importance of local interest groups", *Local Government Studies*, vol. 33, No. 4 (2007), p. 589.

perceived by the given organizations. For the municipality, the cooperation provides knowledge of the citizens' interests and information that would be much harder to attain without the civil organizations' help. In addition, there are committed citizens in civil society organizations whose effort and dedication contribute to the development of concepts that can more adequately address the problems and find solutions, relieving the local administration of this burden. The inclusion of civil society organizations can allow the poorest and weakest in society to have a chance to make their voices heard. In this respect, it is also one of the strategies used in the pursuit of participatory governance.

14. The above-mentioned considerations should be met with general agreement worldwide. However, there are recognizable differences among different cultures concerning the understanding of the relationship between civil society organizations and the municipality. These very different approaches can be characterized as follows: one approach is that civil society organizations are the result of autonomous group formation processes driven by citizens and whose performance is based on their distance from the local government. In this instance, the governance task is to bridge this distance. The opposite approach maintains that it is the task of the local government to safeguard the interests of all segments of the population through the establishment of civil society organizations, the support of their activities and, if need be, the monitoring of these activities (municipality driven approach). For this approach, the governance task for the local government lies primarily in defining the relevant needs to be pursued through civil society organizations and the creation of more justifiable organizational structures for task fulfilment. Different variations lie between these two extremes.

15. The suitability of instruments for the organization of cooperation between civil society organizations and a municipality depends in the first instance on which of the above-mentioned understandings is adopted. However, regardless of these understandings, there are similar lessons that can be taken from different approaches to State governance. One aspect that has proven successful has been the establishment of centres that, on the one hand, support the work of civil society organizations and, on the other, provide a connection between the work of these organizations and the work of the municipalities. However, this interconnectedness must not be allowed to go so far as to see the civil society organizations being urged by the local government to take on the role of a "second government". Civil society and government are two different actors with different roles and a substantial distance should remain between them. In seeking to improve the living standards of citizens, the existence of a vibrant and active civil society is required for the innovative cooperation between the organizations of civil society and local government.

16. In addition, modes of cooperation can be described as the continual sharing of information between a given municipality and civil society organization, which is just as necessary as consultations, both bilateral as well as multilateral, including other civil society organizations. Equally important is the development of projects and implementation strategies as well as the evaluation of the results and the organization of common learning processes. Owing to the different divisions of power, these instruments should not be used only in an ad hoc manner when desired by the authorities, but should be part of a common road map that sets forth the details of the individual aspects of the cooperation as well as a time frame.

17. Partnerships between a municipality and businesses are a variant of public-private partnerships, which are usually understood as collaborations between the public and private sectors to improve the provision of public services. The challenges associated with these were outlined in the third session of the Committee of Experts on Public Administration: "both the State and the private sector have their distinct and mutually respective spheres of interest and activities and that even in market economies the private sector alone cannot be relied on to deliver all developmental needs ... What is crucial is to find out the right role for the right partner and to find a strategic framework".[11] One of the main tasks is to ensure that the interests of the municipality and of citizens are not dominated by the economic interests of companies while at the same time ensuring that the specific advantages of economic rationality are not lost by adhering too strictly to the principle of public welfare. Public-private partnerships can be understood as a systematic governance strategy that spans the boundaries between market and State, especially at the local level. As a hybrid control strategy it has the strategic potential to promote innovation and development, which can be used by the public sector to improve the efficiency and effectiveness of services fulfilling public welfare needs.

18. Cooperation between two or more municipalities may be established in order to achieve economies of scale or because the individual municipalities are too weak to ensure a satisfactory level of performance. One common problem is that cooperation between municipalities is often engaged in for the primary purpose of preventing forced mergers of the municipalities. Such cooperation can take on very different appearances: the drawing-up of a contract that stipulates that one municipality render services to the citizens of another municipality; the mutual construction and use of infrastructure and amenities; and the establishment of joint organizations and informal cooperation. The problem for the concept of comprehensive local governance is that cooperation between municipalities can compete with other actors, and not always in a way that is fair. If one disregards the question of mergers, the alternative to cooperation with another municipality, if one is unable to provide a service on one's own, would be to enter into a partnership with private companies. Cooperation between municipalities can, therefore, restrict a company's opportunities and distort the market.

19. For the complementary and mutual interactions of different actors among themselves and with municipalities to result in an improvement in the involvement and living standards of citizens, the way in which the different elements can be integrated together has to be clarified. An unrelated juxtaposition of public and diverse private sector performance processes does not typically lead to positive outcomes; rather, the processes may neutralize each other or combine to produce negative synergies. Nevertheless, a hierarchical governance structure is generally not able to coordinate the different actors through institutional arrangements. Local governance is in its essence, typologically, network-governance, which is based on trust, information, communication and reciprocity. This, however, does not change the fact that conceptualizing local governance as self-regulating network-governance is, while an interesting approach in theory, one that only seldom works in reality.

20. With respect to the question as to which authority should administer a network-governance structure, there is only realistically one answer: only the local government possesses the necessary democratic legitimacy to be able to take a long-

[11] E/C.16/2005/5, para. 19.

term perspective and define relevant policy goals for the well-being of the citizens of the municipality, as well as to utilize the interaction of the different interests and stakeholders to reach these goals. Research has confirmed that cooperation threatens to become dysfunctional without governance-management by the local government.[12] Especially, but by no means only, in States with a weak civil society, there is a danger that the interests of the weaker parts of society remain unheard in self-coordinated processes between different actors, leading to a pronounced imbalance in results. Local governance that leans on private companies and civil society organizations alongside other municipalities, is primarily stakeholder-governance. The local government remains solely responsible for the perspective of the citizenry as a whole.

21. However, local officials are confronted with the problem that cooperation and partnerships between a municipality and other actors are based on the fact that the capabilities and resources of the municipality are insufficient to reach the goal in question. This deficiency is apparent in the municipality's inability to control complex cooperative set-ups. The network of cooperative endeavours and performance processes threatens to become unclear for the elected representatives. As a result, there is a lack of democratically legitimate responsibility for network-governance. This is also the case when one or more of the actors (for example, a multinational company) is much more powerful than the municipality. Cooperation with private actors should not allow boundaries to become blurred to the extent that non-elected actors can influence political procedures.

22. How can we overcome this dilemma regarding local officials', especially councillors', inability to penetrate and oversee networks of cooperative arrangements while simultaneously acquiring the necessary political-democratic responsibility for such arrangements? In international discourse, the meta-governance concept prevails. Meta-governance has nothing to do with the officials of the municipality controlling the governance network from the outside, or hierarchically from top to bottom, nor has it anything to do with the establishment of regulatory frameworks. The meta-governance concept does not result in an attempt by the local government to slip in and gain control. Rather, meta-governance emphasizes the responsibility of the public network partners to initiate and maintain the network-governance within the network. It is evident that this does not occur by way of command and control but only through the creation of arenas of information, communication and negotiation as well as mutual evaluation in which democratically elected representatives are integrated and which account for the needs of the citizens.

[12] See note 9 above.

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Local public governance and administration for results

Public service capacity-building for local-level development: the Singapore Public Service — a case study

Note by the Secretariat

By the present note the Secretariat transmits a paper written by Philip Yeo Liat Kok, member of the Committee of Experts on Public Administration, and Vernie Oliveiro, Researcher at the Centre for Governance and Leadership, Civil Service College, Singapore, in accordance with the proposed programme of work of the Economic and Social Council for 2012 and 2013 (E/2012/1) and the provisional agenda for the eleventh session of the Committee (E/C.16/2012/1). The views expressed and the content presented in the paper are those of the authors and do not imply any expression of opinion on the part of the United Nations.

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Report on public service capacity-building for local-level development: the Singapore Public Service — a case study

Summary

The present report covers six principles informing Singapore's approach to governance for the purpose of development. It focuses on how the Singapore Public Service, by putting together a framework for the nation's economic growth, sought to leverage its only resource, human capital. It ends with a brief consideration of the future challenges confronting the Public Service in Singapore.

I. Introduction

1. Singapore faced dire economic challenges at its birth as an independent State. The city-State lacked a hinterland it could exploit, and its historical role as an entrepôt was being threatened by its neighbours' nationalistic economic policies. The country needed to create jobs: 14 per cent of Singaporeans were jobless in 1961,[1] and Britain's plan to withdraw from its bases by 1971 imperilled the jobs of a fifth of the workforce.[2] Almost 20 per cent of households and a quarter of all individuals lived below the poverty line.[3] Many lived in unsanitary urban slums.

2. Given those challenges, it is understandable that the foremost priority of the Singapore Public Service was to pursue economic growth for the nation. And the Public Service indubitably achieved its mission. Per capita income trebled between 1965 and 1977.[4] By the mid-1970s, the problem of high unemployment had transformed into the challenge of full employment. Singapore is, today, globally renowned for being a wealthy city-State with an excellent public education system, efficient public transport, safe streets and a highly capable and honest bureaucracy.

3. The Singapore Public Service played a central role in the country's rapid economic growth. The present paper covers six principles informing the Public Service's approach to governance for the purpose of development. By putting together the framework for the nation's economic growth, the Public Service sought to leverage Singapore's only resource — human capital. The paper ends with a brief consideration of the future challenges confronting the Public Service in Singapore.

II. Key principles of governance for strong public administration

A. Pragmatism

4. One of the most important principles informing Singapore's approach to governance is pragmatism in the balancing of capitalist economic development, social harmony and security.[5] The Public Service measures success not by its consistency within any particular ideological framework, but rather in the delivery of results to citizens.

5. This principle of pragmatism can be seen operating in Singapore's policy towards Islamic education. The secular state permits the operation of Islamic religious schools (madrasas) alongside the public education system. In 2003, Singapore exempted madrasa students from a compulsory education law that

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[1] S. R. Nathan, President of Singapore, speech at the Economic Development Board fortieth anniversary dinner 1 August 2001.

[2] Lawrence B. Krause, "Government as entrepreneur", in *Management of Success: the Moulding of Modern Singapore*, Kernial Singh Sandhu and Paul Wheatley, eds. (Singapore, Institute of Southeast Asian Studies, 1989).

[3] W. G. Huff, *The Economic Growth of Singapore: Trade and Development in the Twentieth Century* (Cambridge, Cambridge University Press, 1994).

[4] C. M. Turnbull, *A History of Modern Singapore: 1819-2005* (Singapore, National University of Singapore Press, 2009).

[5] For more information on the ideological dimensions of Singapore-style pragmatism, see Kenneth Paul Tan, "The ideology of pragmatism: neo-liberal globalisation and political authoritarianism in Singapore", *Journal of Contemporary Asia*, vol. 42, No. 1 (February 2012).

required children to attend public schools for their primary education. However, concerned about the relatively poor academic performance of madrasa students, the State tied the continued operation of madrasas to their success in the annual Primary School Leaving Examination. This has led schools such as Madrasa Al Irsyad Al Islamiah to better integrate mathematics, science, social studies and English into their curriculum.[6] While the State had created the exemption to the compulsory education law to maintain religious harmony, it was unwilling to compromise the long-term socio-economic advancement of Muslims in the population.

6. The pragmatism informing Singapore's public service can also be seen in the mix of market discipline and State intervention in public policy. In the late 1960s and 1970s, many developing countries subscribed to a view of the New International Economic Order, wherein suspicion of foreign direct investment (FDI) led States to expropriate the assets of multinational enterprises. Singapore, however, suffered from a weak base in technology and a shortage of entrepreneurs, and needed to develop its capabilities in export manufacturing quickly. It therefore chose to pursue FDI aggressively, using multiple measures such as tax incentives, improvements to technical education and the provision of land and facilities for industrial activity. Those efforts were enormously successful: while Britain supplied around 70 per cent of foreign investments in Singapore as at August 1965, Singapore's aggressive pursuit of FDI led the United States to become the source of nearly half of the capital invested in the country in 1972.[7]

7. The pro-market bent was, however, accompanied by decidedly State-based intervention in industrial policy. The development of Singapore's industrial infrastructure was accomplished in large part by public agencies. The Economic Development Board, which spearheaded Singapore's industrialization, established the Jurong Town Corporation to develop and manage industrial estates, and the Development Bank of Singapore to provide industrial capital. Those agencies transformed Jurong, previously a swampy marsh in the west of Singapore, into a modern industrial estate. They also reclaimed and amalgamated seven separate islands into Jurong Island to serve as the base for Singapore's petrochemical industry, and encouraged global companies such as Chevron, Exxon and Shell to locate operations in Singapore.

8. The State's involvement in the economy has not gone unquestioned. The need for institutions to become more efficient and competitive has led to the privatization of many State-owned enterprises and the opening of many sectors to competition. In the same vein, the drive for efficiency and value and the blend of State and market governance saw the corporatization of institutions providing public goods. Hence, the National University of Singapore and Nanyang Technological University were both made non-profit corporate entities in 2005. Responsible now to boards of trustees appointed by the Ministry of Education, the corporatized universities presently enjoy greater autonomy in formulating strategy, setting fees and managing their internal affairs.

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[6] Norimitsu Onishi, "In Singapore, a more progressive Islamic education", *New York Times*, 23 April 2009. Available from http://www.nytimes.com/2009/04/23/world/asia/23singapore.html?pagewanted=all. For more information on Islamic education and on the relationship between Islam and the State in Singapore, see Suzaina Kadir, "Islam, State and society in Singapore", *Inter-Asia Cultural Studies*, vol. 5, No. 3 (2004).

[7] C. M. Turnbull, *A History of Modern Singapore: 1819-2005* (Singapore, National University of Singapore Press, 2009).

B. The avoidance of welfarism

9. Despite the early dominance of the State in the economy, the Singapore Public Service believes in eschewing a culture of dependency, believing the welfare state to be antithetical to the work ethic necessary for capitalist economic development. Public policy in Singapore therefore encourages individuals to rely on themselves and their families. Hence, the social security system of Singapore is founded upon the Central Provident Fund, a mandatory savings scheme funded by both employee wages and employer contributions, and from which Singaporeans may fund their retirement, education, health-care needs and housing purchases. Welfare, as it exists in Singapore, depends on the "many helping hands" approach, wherein the disadvantaged in society rely upon a network of community organizations, religious groups and charities.

10. In the provision of public goods, the public sector in Singapore has, in the same vein, utilized co-payments both to manage demand for public services and to remind citizens of the cost of provision. Hence, while tertiary education in Singapore is heavily subsidized, students must still pay for a small proportion of tuition and may do so using their own funds, Central Provident Fund accounts, financial aid grants, scholarships or loans. In the same vein, although Singapore has a vast network of public hospitals, it lacks a system of socialized, universal health insurance. Instead, patients may pay for their health care either out-of-pocket or through Medisave (which is funded through a percentage of patients' wages), or they may use MediShield (an insurance programme which does not cross-subsidize across age or health risks). Only the very poor may make use of Medifund, which is funded through budget surpluses.

C. Constant re-evaluation

11. The Singapore Public Service's strong aversion to welfare has, nevertheless, been vigorously challenged by developing realities, leading to a third key principle of governance — a willingness to constantly re-evaluate the purpose of policy and the relevance of institutions. Re-evaluation not only mitigates against the development of bureaucratic inertia and vested interests, but also ensures that public institutions and policies remain germane to the needs and interests of the Singapore public.

12. The above-mentioned aversion to welfarism did not prevent the introduction of Workfare in 2006. Workfare is a social assistance scheme that upholds the importance of a strong work ethic while recognizing that job insecurity and wage stagnation, especially in low-skilled jobs, are inevitable in a competitive and globalized economy. Rather than protecting affected workers from business upheavals, Workfare provides financial support from the public purse to low-paid workers and helps them to engage in training and upgrade their skills.[8]

13. Re-evaluation in the Public Service applies not just to policies but also to the operations and functions of organizations. Organizational review was included

[8] For more information, see Koh Tsin Yen, "Workfare in Singapore", in Jocelyne Bourgon, *A New Synthesis of Public Administration: Serving in the 21st Century* (Kingston, Ontario, McGill-Queens University Press, School of Policy Studies, 2011).

among the key values that the Singapore Public Service adopted for itself as the twenty-first century approached (PS21).[9] Motivated by the desire to promote initiative, responsiveness and flexibility, the Public Service witnessed an increase in organizational autonomy during the mid-1990s. Hence, the Public Service Division devolved some human resource functions to various ministries, and the Ministry of Finance abandoned line item budgeting in favour of procedures that accord autonomy and flexibility to public agencies while setting strict accountability standards.[10]

14. A particularly successful example of organizational review can be seen in the Singapore Prison Service (SPS). In 1998, faced with prison overcrowding and staff shortages, the Prison Service adopted a new vision for the prison system. Rather than serving merely as a custodial institution, the Prison Service would now play a key role in the rehabilitation of ex-offenders, and thus in the overall security of Singaporean society. It therefore instituted changes to allow officers to get to know prisoners better, transforming them from mere jailers to disciplinarians and mentors. Staff morale was boosted, and rehabilitation programmes were tailored to prisoners' recidivism potential. The Prison Service initiated the Community Action for the Rehabilitation of Ex-Offenders (CARE) network, which comprised both public and social sector agencies to support and care for ex-offenders. Communities and employers were encouraged to give former prisoners a second chance. The results were an overwhelming success: Singapore's rate of recidivism dropped from 44.4 per cent in 1998 to 26.5 per cent in 2009.[11]

D. Holistic approach to government

15. Just as the example of industrialization presented above illustrates, the Singapore Public Service has long stressed the importance of inter-agency cooperation and coordination to achieve common objectives. This approach allows the Public Service to comprehensively address complicated challenges. Far from simply involving the Economic Development Board, the Jurong Town Corporation and the Development Bank of Singapore, industrialization in Singapore also required the provision of public utilities, the education of a technically skilled workforce, urban planning services, proximate housing and the development of an efficient transport infrastructure.

16. The creation of an efficient transport infrastructure, for example, required coordination across various agencies. The bus system was rationalized, a mass rapid transit system was built and roads were constructed and expanded. Demand for road capacity was managed by means of the certificate of entitlement system, in which

[9] Lim Siong Guan, Head of Civil Service, "PS21 — the strategic imperative", speech at the Civil Service College, Singapore, 2002, in Civil Service College, *In Time for the Future: Singapore's Heads of Civil Service on Change, Complexity and Networked Government* (Singapore, 2009).

[10] Ibid., "Government that costs less", speech at the Fifth Global Forum on Reinventing Government, Mexico City, 3-7 November 2003, in Civil Service College, *In Time for the Future: Singapore's Heads of Civil Service on Change, Complexity and Networked Government* (Singapore, 2009).

[11] For more information, see Lena Leong, "The story of the Singapore Prison Service: from custodians of prisoners to captains of life", in Jocelyne Bourgon, *A New Synthesis of Public Administration: Serving in the 21st Century* (Kingston, Ontario, McGill-Queens University Press, School of Policy Studies, 2011).

individuals had to win a bid for the right to purchase a vehicle before they could do so. Singapore also introduced congestion charging, first via the area licensing scheme in 1975, which restricted entry into the city to vehicles with licences, and then through the electronic road pricing mechanism in 1998, which levies a variable charge on motorists for each entry into certain areas, depending on levels of congestion at particular times of the day. On top of those measures, urban planning, with the creation of new towns with clusters of housing, services and businesses, reduced commuters' need to utilize major island-wide road arteries.

E. Honesty

17. While the principles of governance discussed above contribute to the efficaciousness of the public institutions of Singapore, honesty in government arguably underpins not just performance but also the public trust in government. The excellent reputation for incorruptibility of the Singapore Public Service has been achieved in two main ways.

18. First, Singapore is extremely intolerant of corruption. The Corrupt Practices Investigation Bureau has a policy of pursuing all cases of corruption, no matter the sums or the prominence of the individuals involved; even senior civil servants and politicians have been brought to task. Singapore's intolerance of corruption is also manifest in the severe penalties attached to the crime. Besides imprisonment, offenders may also pay a fine equivalent to the amount of the bribe, and may lose assets for which they cannot adequately account. The prosecution of corruption is also facilitated by procedures that make it easier for prosecutors to acquire evidence.[12]

19. Second, the public sector's approach to governance reduces opportunities for corruption. Public officers, who are well remunerated to reduce the temptation of bribery, are held to high standards of probity. They must avoid conflicts between their official positions and private interests. They must refuse gifts given in connection with their work, declare and surrender the gifts or pay their value. They must sign an annual declaration of non-indebtedness in order to avoid acquiring compromising obligations. Finally, they must declare their personal and familial assets to make transparent any properties or investments acquired beyond their means. Rules also reduce the ability of officers to exercise arbitrary discretion. For example, the Housing and Development Board distributes apartments through a transparent and public balloting system, thus reducing the ability of individual officers to distribute them unfairly on favour.[13]

F. Development of human capital in the public sector

20. The heavy emphasis placed on honesty in government points to the final key principle of governance informing the work of the Singapore Public Service. As in all sectors in Singapore society, the Public Service places great store on the

[12] N. C. Saxena, *Virtuous Cycles: the Singapore Public Service and National Development* (Singapore, United Nations Development Programme, 2011).

[13] For more information, see Jon S. T. Quah, "Public housing", in *Government and Politics of Singapore*, Jon S. T. Quah, Chan Heng Chee and Seah Chee Meow, eds. (Singapore, Oxford University Press, 1985).

development of human capital. After all, the efficiency and integrity of the Public Service is ultimately based on the quality of public servants. The development of human capital in the public sector rests upon two pillars.

21. First, recruitment and promotion within the Public Service is based on merit. The Public Service Commission and some public agencies recruit academically able students by awarding them scholarships for their tertiary education. The students are then bonded to serve their sponsoring organizations for a period of time. Some of them are subsequently selected to become administrative officers who, as leaders in the Public Service, have their leadership and management skills tested and nurtured. They are circulated among agencies to develop breadth of experience, and are gradually given greater responsibility to develop and test their skills. While all public officers are periodically assessed using a Currently Estimated Potential rating, promotion is only awarded on the basis of achievement.

22. Second, and in correlation with the first, great pains are taken to recruit and retain talent. The salaries of senior public servants are benchmarked to those in the private sector, ensuring that monetary reward becomes a non-issue as individuals consider careers in the public sector. Emphasis is also placed on fostering morale and promoting staff well-being. Mechanisms that allow officers to become change agents are seen not only as means to improve the efficiency of the public service, but also as ways to empower individuals and allow them a sense of ownership over their jobs. By fostering an ethic of continuous enterprise and learning, the Singapore Public Service hopes to move towards an organizational model that allows ideas and change to emerge from the bottom of hierarchies as well as from the top.

III. Future challenges for the Singapore Public Service

23. Development and globalization have changed Singaporean society in key ways. First, today the citizens of Singapore are better educated, have higher expectations of the Government and are more politically engaged than their predecessors. Second, Singapore is a more economically divided society. Income inequality in Singapore has worsened over the years: while the wealthiest 20 per cent of Singaporeans saw their incomes grow by 6-11 per cent between 2005 and 2007, the poorest 20 per cent saw their incomes grow by only 3-4 per cent.[14] Third, Singapore is a much more global society. The influx of foreign workers has helped Singapore's economy while straining its infrastructure. At the same time, with the number of highly skilled Singaporeans living abroad increasing from 36,000 in 1990 to 143,000 in 2006, Singapore faces intensified global competition for talent.[15]

24. In the second half of the twentieth century, the Singapore Public Service distinguished itself in the efficient provision of basic services to citizens and the nurturing of institutions for development. While the principles set out in section II have served it well thus far, they may not suffice for the future. The Singapore Public Service must develop the capabilities to deal with an environment

[14] Ishita Dhamani, "Income inequality in Singapore: causes, consequences and policy options", Monetary Authority of Singapore Essay Competition (May 2008), section 2.2. Available from http://www.mas.gov.sg/resource/eco_research/eco_education/Esss2007/uni_%201st_%20Ishita.pdf.

[15] Michael Porter, Boon Siong Neo and Christian Ketels, *Remaking Singapore* (Boston, Harvard Business Publishing, 2009).

characterized by increasing complexity, uncertainty and rapid change.[16] Those elements imply challenges to existing policies and approaches to governance.

25. The first set of challenges pertains to the ways in which the public sector can govern a more economically divided society. Insofar as meritocracy is a disguised preference for affluence that ignores unequally distributed advantages and disadvantages,[17] then the Singapore Public Service might need to review its practice of recruiting strictly on the basis of merit. Strict meritocracy risks turning into reality the public perception of the administrative elite as an aloof, out-of-touch technocracy. In addition, the public service may need to revisit the regressive effects of tax policy. Lowering corporate and income tax rates while increasing the goods and services tax places additional financial burdens on poorer Singaporeans at a time of increased inequality. There may be a need to examine the imposition of the goods and services tax on certain classes of goods (for example, staple foods and necessities for child-rearing) as is the practice in other developed countries. On the whole, Singapore's public policy may need to adapt to deal with the social dislocations that arise from the nation's more globalized economy. Doing so will help the adversely affected as well as maintain popular support for a market-oriented economy.

26. Secondly, Singapore will have to determine how it can improve governance in a more complex environment. The Singapore Public Service, for all its achievements, cannot single-handedly address the myriad complex problems of the present and future. Hence, rather than simply relying on the private and social sectors to deal with problems that lie beyond the competency of the public sector, the Singapore Public Service will have to coordinate with businesses and civil society organizations to achieve common objectives for Singapore. It will also have to improve on its currently limited ability to recruit and retain talent from those other sectors.[18] An additional related challenge lies in developing Public Sector leaders who not only enjoy breadth of experience but also depth of expertise. While administrators are rotated around various agencies to develop their talents and broaden their understanding of the public sector as a whole, that rotation comes at the cost of the detailed understanding of specificities. This practice is a problem in a world comprising complex systems where major consequences sometimes result from minor perturbations.[19]

27. The third set of challenges confront the question of how the public sector can manage multiple stakeholders in a less cohesive society. While the Government has called upon the citizens of Singapore to become engaged, they can be critically engaged only when they have meaningful (adequate and contextualized) information. Can the Singapore Public Service strike a new and improved balance between security and transparency? Additionally, the Singapore Public Service will have to carefully calibrate policy trade-offs between citizens and denizens — that is, foreigners who, while not being members of the polity as citizens or permanent

[16] Aaron Maniam, "Preparing public officers for new modes of governance", *Ethos*, Issue 10 (October 2011).

[17] For more information, see Kenneth Paul Tan, "Meritocracy and elitism in a global city: ideological shifts in Singapore", *International Political Science Review*, vol. 29, No. 1 (2008).

[18] N. C. Saxena, *Virtuous Cycles: the Singapore Public Service and National Development* (Singapore, United Nations Development Programme, 2011).

[19] Aaron Maniam, "Preparing public officers for new modes of governance", *Ethos*, Issue 10 (October 2011).

residents are, nevertheless, members of Singaporean society. In encouraging more highly educated Singaporeans to build their lives in Singapore, and in encouraging the denizens to take to heart Singapore's long-term interests, the Singapore Public Service needs to consider the means by which people can build effective rather than strictly utilitarian links with Singapore. In other words, Singapore's value proposition to the highly skilled and mobile global elite can no longer simply rest on the country's economic benefits.

IV. Conclusion

28. The ability of the Singapore Public Service to serve as a model for development is limited in two main ways. First, the status of Singapore as a city-State confers upon it both the constraints and opportunities of small size. Second, its highly technocratic bureaucracy has functioned alongside one-party dominance and, until recently, a depoliticized citizenry.[20] The ecology within which policymaking and implementation in the Singapore Public Service have occurred has therefore been favourable to its ability to act efficiently and effectively.

29. Nevertheless, the challenges Singapore faced as a developing nation were and are not unique. Similarly, the challenges of complexity, volatility and uncertainty brought about in large part by globalization are widely shared around the world. The Singapore Public Service has certainly built enduring institutions that, with recent and future reforms, will it is hoped, foster in Singaporean society the resilience it needs to adapt to the conditions of a highly globalized world. Having delivered on economic and institutional development, the challenge of the Singapore Public Service now lies in achieving effective Government while at the same time fostering the country's holistic social and political development.

[20] Chan Heng Chee, "Politics in an administrative State: where has the politics gone?", in *Understanding Singapore Society*, Jin Hui Ong, Chee Kiong Tong, Ern Ser Tan, eds. (Singapore: Times Academic Press, 1997).

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Local public governance and administration for results

Transparency, accountability and citizens' engagement

Note by the Secretariat

The present note transmits a paper written by Marta Oyhanarte, a member of the Committee of Experts on Public Administration, in accordance with the proposed programme of work and agenda for the eleventh session of the Committee (E/C.16/2012/1). The views expressed and the content presented in the paper are those of the author and do not imply any expression of opinion on the part of the United Nations.

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Report on transparency, accountability and citizens' engagement

Summary

In the increasingly globalized world, there is a growing awareness of the need for values-based global rules of the game. Economics is no longer the sole factor to be considered in measuring progress towards development since the term refers increasingly to the entire range of progress in the social, institutional, political and human spheres that a country must make in order to give its inhabitants longer, more peaceful and happier lives. The increase in engagement outside of political parties in recent years appears to be linked to the trend towards the strengthening of local discussion and decision-making forums.

A new political culture may emerge from the local level since, once the quantitative and qualitative elements are integrated at the local level, national and international authorities and multilateral and cooperation bodies take a greater interest and the potential for sustaining the process increases. Citizens' engagement — orderly, concerted action by individuals and organizations in order to address any existing problems and to cooperate with the activities of a government — is one of the best local development management tools. But there is one essential requirement if this commitment is to reach its full potential: transparency and access to information.

The knowledge of good practices in transparency and citizens' engagement can be used as a model for the development of joint management and multi-stakeholder partnerships that create a network of stakeholders in which new leaders play an increasing role and have an impact on the drafting of a public agenda that gives priority to the Millennium Development Goals (MDGs).

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I. Globalization is not what it used to be

1. This twenty-first century has seen something that is genuinely new: the globalization of values. The ongoing crisis has had unanticipated consequences, fed uncertainty and confronted the entire world — which is now inevitably interdependent — with the need to promote and implement multilateral, mutually supportive actions.

2. There is a growing awareness that the problems are global and that on issues such as drinking water, the environment, non-renewable resources, endemic diseases, climate change, biotechnologies and health and food security, all countries are affected and the solutions require new forms of worldwide coordination, both top-down — through major meetings of heads of State, United Nations summits and World Trade Organization (WTO) conferences — and bottom-up — beginning with local governments, citizens' initiatives and coordination among non-governmental organizations (NGOs).

3. There is a growing awareness that regulation of the economy and trade must be based on a respect for rights, both civil and political and economic, social and cultural. This means that, beyond the need to regulate financial markets, it is essential to view international cooperation processes as a means of solving problems such as, inter alia, the underdevelopment and extreme poverty in which much of the world's people live; the widening gap between rich and poor (the income gap between the richest and poorest 20 per cent of the global population is 30 to 60 times greater than it was 30 years ago); drug and arms trafficking; political, ethnic and religious conflicts; and migration from poor countries.

4. Major development assistance decisions are still based primarily on macroeconomics, but national per capita production is no longer the sole factor to be considered in measuring progress towards development since the term refers increasingly to the entire range of progress in the social, institutional, political and human spheres that a country must make in order to give its inhabitants longer, more peaceful and happier lives. The United Nations Development Fund (UNDP) continually refines the indicators and the Human Development Index contained in its annual reports, including the data on demographics, health and education. From that perspective, the exciting new scientific developments, their technical applications and the production of goods and services do not constitute progress in the context of human development unless they help to meet the needs of all those who are still denied their rights.

5. The gaps revealed by the current globalization process are proof of the need to work towards three basic objectives:[1]

- Providing a sufficient supply of global public goods
- Building a global, rights-based system — in other words, global citizenship
- Gradually overcoming the asymmetries of the global economic system.

[1] Economic Commission for Latin America and the Caribbean (ECLAC), *Globalization and Development*, chapter 4: An agenda for the global era (2002).

6. In order to address these challenges, it is urgent to move from the conceptual to the operational phase. Democracy and rights cannot be theoretical concepts; a new social and, this time, international contract must be written.

II. Institutions matter

7. The quality of democracy is seen in the quality of its institutions; in other words, by the way in which the people of a community have organized their public life. There can be no good policies without good institutions. To speak of the quality of institutions is to speak of the quality of life, and to learn how to assess them is to learn to change and improve them.[2]

8. "Una ciudadanía efectiva no consiste únicamente en votar sin coacción; es también un modo de relación entre los ciudadanos y el Estado y de los ciudadanos entre sí. (...). Los problemas de la democracia se resuelven con más democracia y más democracia implica más ciudadanía." [Effective citizenship is not only the freedom to vote as one chooses; it is also a relationship between citizens and the State and between one citizen and another. (...) The solution to the problems of democracy is more democracy, and more democracy means more citizenship].[3]

It is necessary to move from electoral democracy to citizens' democracy for two basic reasons: (a) because the scope of democracy is limited to the full enjoyment of civil rights and the expansion of social rights; and (b) because the very sustainability of democratic political rights and the value that society places on democracy may be affected unless citizenship is expanded.

9. "The discussion focuses on how to advance towards an integral form of citizenship, which must have politics at its heart — the way in which the citizen, and more specifically the community of citizens, can participate in important decision-making. Globalization is a fact, but this does not mean that everything that arises as a consequence of technological transformation and market expansion must be accepted without reflection and without answer. We must understand the constant and rapid transformation that is going on in the world today, and we must live with uncertainties, but we must also work to modify these macro-trends in accordance with the specific situation in each country. The challenge is to cope with globalization at the local and regional levels, utilizing a proactive and not a passive approach."[4]

10. The current need is, then, to expand and strengthen the nation's public institutions — at all three levels of government — so that they can consolidate a democratic order that stimulates the development of dynamic, competitive market economies, thereby fostering a virtuous circle which links sustained, equitable

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[2] Subsecretaría de Desarrollo Institucional y Fortalecimiento de la Democracia, *Frutos de la democracia: Manual de implementación del Programa Auditoría Ciudadana, Calidad de las prácticas democráticas en municipios* (Buenos Aires, UNDP, 2009). Available from http://www.auditoriaciudadana.com.ar/informes/frutos_democracia.pdf.

[3] Guillermo O'Donnell, "Democracia, Desarrollo Humano y Derechos Humanos". In Guillermo O'Donnell and others, eds., *Democracia, desarrollo humano y ciudadanía: reflexiones sobre la calidad de democracia en América Latina* (Rosario, Santa Fe, Homo Sapiens Ediciones, 2003).

[4] United Nations Development Programme, "Democracy in Latin America: Towards a Citizens' Democracy" (Buenos Aires, UNDP, 2004).

economic growth to a new political and institutional balance that focuses action on achievement of the MDGs.

11. But institutions do not come ready-made; we have to build them together.

12. Building a solid democracy is not solely the task of political leaders, whether of a country, a province or a town. It requires the commitment of a basic triad: the Government, the social sector and the private sector, each of which can and should bring its values and skills to the development of a strategy for addressing the aforementioned challenges. The Government should provide leadership and accountability, the private sector innovation and social responsibility and the social sector engagement and commitment.

III. Everything human is local

13. In 2000, the 189 Member States of the United Nations drafted the Millennium Declaration, which included eight goals relating to poverty eradication, universal primary education, gender equality, reducing child mortality, improving maternal health, combating HIV/AIDS and environmental sustainability. These goals have shaped an agenda for sustainable development and have resulted in policies and tools adapted to the needs and potential of each community.

14. Implementation has been uneven: some countries are better positioned to achieve the goals and others have a long way to go, with challenges yet to be overcome. In that regard, in order to speed progress, democratic institutions must be improved both in developing countries and in the rest of the world. This task should be the responsibility of all social stakeholders. A key factor to fulfilling that responsibility is interpersonal trust, which is also a central aspect of civic and political culture. Comparisons between regions and between countries shows that a high level of trust is closely tied to the effective functioning of public institutions, the stability of democracy and the living standards of the population.[5]

15. The building of trust supports the management of development, strengthens Government leadership, promotes more democratic practices and creates effective opportunities for better governance and sustainable public policies. When there is trust, it is much easier to establish participatory processes, in particular those that involve a commitment from a citizenry that is willing to work together with government leaders on public policies that benefit the greater good. The most appropriate arena in which to build trust is the local one. Local governments are no longer simply service providers; they are highly complex systems that can play a key role in the globalized world. All of the challenges facing the world today can be observed in a small community. Global economic, political and cultural processes have permeated local processes and have an increasingly important influence at that level. Activities at the local scale encompass the satisfaction of people's needs, the relationship between people and their environment and the relationship between democracy and development.

[5] Facultad Latinoamericana de Ciencias Sociales (FLACSO), "Acción colectiva, gobierno y territorio: experiencias Cono Sur", prologue (Uruguay, 2010). Available at www.flacso.edu.uy/categoria/publicaciones/libros.

16. Thinking about democracy and thinking about development requires a "bottom-up approach", which, instead of moving from the general to the particular, involves analysing a region, a town, a municipality. In the past few years — outside of political parties — citizens' efforts at participation have mostly focused on strengthening discussion and decision-making forums at the local level. A new political culture is taking hold at the local level, and a new vision of community is needed in response, one that leaves behind definitions based on administrative functions and jurisdictional boundaries. The term "local" does not refer to a given place — it refers to a social construct, a space brought to life by the interactions between people and organizations, as they implement and propose strategies, contend with and manage conflict, learn, initiate projects and transform their territory. These spaces can generate competitive advantages from the use of their own resources and the collective efforts made there also strengthen capacity for development. When quantitative and qualitative elements are integrated at the local level, national and international authorities and multilateral and cooperation organizations take a greater interest, and the potential for sustaining the process increases.[6]

17. A biased, obsolete and simplistic vision of local development considers the process to be strictly the responsibility of either the national Government or the market. Local development is fuelled essentially by local stakeholders' decision-making, organizational and creative capacities. The local government can exercise leadership, engage in the administrative and political management of the community, liaise with the central Government and provide an adequate institutional structure, which implies establishing regulations, policies, rules and standards of conduct for local actors. Businesses of all sizes, whether micro, small or large, and from all sectors, including production, commerce and service, are another key player in local development. Civil society connects, strengthens and completes the list of major players in local development. For its part, the national and/or regional government can play an important role as the coordinator and/or provider of resources.

18. The next stage in the local development process is the regional integration of a country, which, if carried out strategically and in a gradual, participatory and thorough manner, can counteract the negative effects of globalization and promote human development in support of a long, healthy and dignified life. The process requires shared values and commitments from all social actors. For example, initiating decentralization processes requires a measure of political altruism at the highest levels of government, given that, every time central Government officials transfer power to municipal units, they are helping to create new leadership that could eventually rival their own. This is a point to keep in mind and often explains why, in so many emerging countries, such reforms are supported by external organizations rather than by central Governments themselves.

19. Municipalities are the building blocks of unique economic and political forums. Needless to say, this process should not be autarchic, but connected with national mechanisms. Two other factors must be recognized: international

[6] Pamela Niilus and Marta Oyhanarte, "Auditorías ciudadanas. Un escalón más para la construcción de una sociedad democrática", in *Participación y control ciudadano* (Buenos Aires, Prometeo, 2009).

cooperation — which should respond to the needs of each community — and the transfer of greater resources from central to local governments.

IV. Citizens' engagement: beyond participation

20. An effective democracy is one that, in addition to being representative, provides citizens with channels for participation that afford them the opportunity to learn about and foresee issues that affect their lives and to respond in a timely and appropriate manner that will benefit the common good.[7] An individual's commitment to a personal goal or to an idea he considers valuable may well be one of the strongest and deepest forces in the human psyche. Many elements come into play in making such a commitment: awareness, intention, will, motivation, and, lastly, action itself, which is the expression of said commitment to others.[8]

21. Is participation easy to achieve? How is it done? How can this spirit of cooperation between residents of a community be achieved? As noted earlier, for participation to become a reality, trust must be a basic value; trust grows steadily between civil society participants who come together to influence public policy. Trust makes it possible to manage, organize and delegate tasks in order to follow through on activities decided through consensus. This trust must be extended to the individuals who carry out the functions of government and from them, in turn, to civil society. In addition, trust is an essential component if social planning process is to generate better results in terms of quality and efficiency.

22. Citizens' participation brings more knowledge and perspectives to decision-making, improves the implementation of public policy and increases its legitimacy. It is a process that involves many players, and, for that reason, constitutes a learning experience that highlights the various networks, interests and values involved in public action. However, any notions about the magic of participation must be dispelled: the mere reference to citizens' participation in texts setting out government policies or programmes does not automatically make it happen. Participation requires an understanding of the mechanisms involved, consideration of any tensions that may arise, carrying out of planned activities and a willingness to learn how to support the process.

23. Social, grass-roots, community and civic participation — there are many terms to designate a process in which civil society stakeholders mobilize, "become active", force their way into a public space and attempt to influence the rules governing the conditions for their participation and growth, particularly State policies and the method of social organization that they foster.[9] Recently, the term "civic engagement" has been used to designate both individual and collective civil society actions aimed at identifying and addressing issues of public interest, while the term "citizens' engagement" is used in reference to the actions and programmes

[7] We recommend reading "Carta Iberoamericana de Participación Ciudadana en la Gestión Pública" (Lisbon, Centro Latinoamericano de Administración para el Desarrollo (CLAD), 2009). Available at www.clad.org.

[8] Jacqueline Butcher, "El poder del compromiso", *Revista Prometeo. Revista Mexicana Trimestral de Psicología Humanista y Desarrollo Humano*, No. 35 (Mexico City, 2003).

[9] Oscar Oszlak, "Implementación participativa de políticas públicas: aportes a la construcción de un marco analítico", in *Construyendo confianza. Hacia un nuevo vínculo entre Estado y Sociedad Civil, volume II* (Buenos Aires, UNDP Argentina, 2009).

advanced by a national Government that include and promote the participation of citizens in various aspects of public policy. The latter refers to the organized involvement of individuals and organizations that have agreed to address existing problems and decide to cooperate with Government activities. In addition, both the provision of forums for participation by a Government and the petitioning for such spaces by civil society can occur at various different stages of the public policy process, including during development, decision-making, implementation and/or monitoring and evaluation.

Citizens' engagement in development management

24. Citizens' participation and engagement are an important contribution to democratic governance since they are based on the creation of virtuous circles which multiply as progress is made in the area:

> "si un gobierno es más transparente, mayor es la confianza de los ciudadanos en las instituciones; a mayor grado de confianza, mayor liderazgo; a mayor liderazgo, más viable la construcción de relaciones propositivas entre actores; a mayor relación entre los actores, más fácil la producción de resultados, más participación; a más participación, más sostenibles los procesos" [the more transparent a government, the higher the trust of citizens in institutions; the higher the level of trust, the better the leadership; the better the leadership, the more likely it is to establish constructive relationships among stakeholders; the better the relationship among stakeholders, the easier to produce outcomes and more participation; the higher the participation, the more sustainable the processes].[10]

This virtuous circle is driven by various elements of a community that are not always visible in day-to-day activities, related to the coordination of resources affecting potential growth and development.

25. These basic resources or forms of capital are:

- Natural capital: made up of a community's natural resources;
- Constructed capital: generated by human beings; includes infrastructure, capital goods, financial and trade capital, and so on;
- Human capital: determined by the levels of nutrition, health and education;
- Social capital: consists of the degree of confidence that exists between the social actors, norms of civic behaviour and the level of associativeness within a society.

26. Social capital, which is critical to the success of community projects, is based on the cohesion of social actors, identification with forms of governance, and with cultural expressions and forms of social behaviour that make society more than a collection of individuals. It is based on the assumption that horizontal institutional agreements have a positive impact in generating networks of trust, good governance and social equity. It is important for stimulating solidarity and overcoming market failures through collective action and communal use of resources. This capital

[10] United Nations Development Programme (UNDP), "Agenda para el fortalecimiento de la gobernabilidad local en América Latina" (Bogota, UNDP, 2004).

covers a vast set of ideas, ideals and institutions, through which people can find their voice and mobilize their individual energy for public causes.[11]

27. Social capital reflects the wealth and strength of a society's internal fabric. One of the key elements, trust, avoids potential conflict. On the other hand, when distrust, lack of respect for rules and isolation prevail in a community, a vicious circle is generated, in which society ultimately reaches a state of equilibrium in which there is a risk of an authoritarian government or clientelism practices being considered as normal.[12] Trust strengthens the social fabric, which boosts creativity, generates initiatives, facilitates joint action, and, in a virtuous circle, makes a community's stock of social capital increase with use. Society can thus reach a state of equilibrium based on cooperation.

28. Reaching this state of equilibrium depends on the range of opportunities and threats perceived in society, and also on social culture, values and beliefs, priorities and motivations. Perhaps it is time to breathe new life into the somewhat stagnant and circular discussion on participation in order to institutionalize mechanisms to facilitate civic engagement. Participation that erupts spontaneously, leaving stakeholders and institutions, including the protagonists, invaded and overwhelmed, should be replaced by participation through socially regulated channels of expression to take advantage of opportunities and resources. The aim is also to learn lessons for reducing risks related to opportunism, asymmetry and improvisation.[13] Spontaneous participation, which can have a negative impact in material terms and on social peace and harmony in the context of the rule of law, tends to take on a greater dimension and become more harmful than the motivating factors. The costs of poorly organized social participation, to put it bluntly, are growing and can be difficult to reverse in terms of returning to the routines and rules governing an organized community's day-to-day life. The risks involved are also growing and vary from the frustration of the participants' original objectives to their distortion or the loss of control by their proponents. It is important to bear in mind that the gap between government and governed is fertile ground for the spontaneous eruption of participation, leading to an escalation of social tensions and conflict. However, new management technologies are building a broad range of tested mechanisms for channelling, organizing and building on citizens' engagement in order to generate sounder and more inclusive public programmes. This engages decision makers to implement them through public entities.

29. Citizens' engagement, when developed using an inclusive, multi-stakeholder approach, incorporates more information and perspectives in decision-making, improves the quality of policy implementation, enhances government legitimacy, helps to rebuild trust among the various stakeholders and is, in itself, a socially and educationally enriching experience of civic action.

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[11] Bernardo Kliksberg and Luciano Tomassini, eds., *Capital social y cultura: claves estratégicas para el desarrollo* (Buenos Aires, Inter-American Development Bank (IDB) and Fondo de Cultura Económica of Argentina, 2000).

[12] Laura Bomrad, "Hacia una democracia sustantiva: análisis y prospectiva del Programa de Auditorías Ciudadanas en la Argentina", thesis for a Master's in Governance and Human Development at the Universidad Abierta de Cataluña (Universidad de Cataluña, 2006).

[13] Noemí Pulido, "Actores en Red: Letra y Ritmo del Desarrollo Local", presentation at the twelfth International Congress of the Latin American Centre for Development Administration (CLAD), Dominican Republic (2007).

Methods and tools for enhancing citizens' engagement

30. There are many methods and tools to ensure the organized action of citizens in public management at the stages of programme design and implementation, and in the monitoring of services and outcomes. Many of these methods and tools have a broad application. For example:

Popular legislative initiative:

The right of citizens to present draft proposals to the appropriate legislative bodies.

Referendum:

Form of participation in which individuals express their opinion or preference on a given issue by voting.

Revocation of mandate:

Procedure by which citizens may call for elected civil servants to step down from their position before the end of their term of office.

Citizens' bench:

Provides citizens with the opportunity to speak on an issue of interest to the community at a plenary meeting of the legislative body.

Public hearing:

A forum for participation in decision-making which provides an institutional space for anyone to express an opinion on an issue of particular or general interest.

Participatory budgeting:

A system that ensures community participation in public budget preparation, follow-up and monitoring.

Participatory planning:

A mechanism enabling the social stakeholders of a community to participate in public decision-making.

Participatory development of rules:

Providing an institutional space for expressing opinions and making proposals on draft administrative rules or laws.

Thematic forums, commissions and councils:

Forums created by law to enable citizens to voice their opinions on, promote, support or boost activities relating to a matter of community interest.

Neighbourhood boards or centres:

Forums created in the context of a decentralization plan which act as a gateway linking neighbourhood organizations and local government.

Citizens' audit programmes:

A mechanism enabling the community to conduct a self-assessment and improve its democratic life. Government representatives and social stakeholders meet in a civic forum to agree on their democratic goals, compare them to the existing situation and work jointly to improve it.[14]

Advisory boards:

These boards evaluate proposals for community and training activities and review the background information of the executing agency in each case.

Strategic plan:

An integrated set of urban development strategies to define a chosen project with potential for the comprehensive transformation of a city. It offers a guide for the process of change and a basic tool for planning public action and promoting private investment.

Public-private partnerships:

Projects designed and implemented jointly by the Government, private sector and civil society.

31. The list of mechanisms set out above is not exhaustive. Other mechanisms can be used and new ones created, since the agenda for managing local government policies has now become broader, but also more complex, both in terms of issues and dilemmas, with social expectations expressed at the local level and a demanding population. Frequent fiscal restrictions and interference in basic services make it crucial to set in motion mechanisms for citizens' participation and engagement in the planning, management and evaluation of local policies.[13]

32. Today's society demands that we find new solutions to new problems. The local and community levels offer an environment in which solutions to these problems can be found. From a local standpoint, we can implement new forms of good governance, creating partnerships between public, private and civic institutions to address matters that can only be resolved through such institutional cooperation. This is the way to develop new ways of making policy, renewing public institutions and forging new roles for municipal governments. The success of local development will depend on the proper integration of all these aspects, following a long-term, virtuous, sustained and sustainable trajectory chosen and implemented by a community of responsible citizens with a view to ensuring the progress and well-being of its members. Responsibility, accountability and transparency are critical components of these new partnerships.

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[14] J. Vargas Cullell, "Auditorías ciudadanas sobre la calidad de la democracia: una herramienta para la identificación de desafíos democráticos", in G. O'Donnell, and O. Iazzetta, eds., *Democracia, Desarrollo Humano y Ciudadanía* (Rosario, Santa Fe, Homo Sapiens Ediciones, 2003); O. Iazzetta, "Reflexiones sobre la Auditoría Ciudadana como herramienta de control y participación ciudadana", presentation at the tenth Congress of the Latin American Centre for Development Administration (CLAD) (Santiago de Chile, 2005).

V. Access to information as a precondition for citizens' engagement

33. As noted above, citizens' engagement goes beyond participation; it is orderly action leading to changes that bring new energy to the democratic system and create permanent channels of communication between governments and the governed. However, this requires knowledge of its facilitating mechanisms, consideration of the tensions that can be generated, implementation of proposed actions and learning to sustain the process. The knowledge of good practices in citizens' engagement can be used as a model for the development of joint management and multi-stakeholder partnerships that create a network of increasingly mutually trusting stakeholders and influence the drafting of a public agenda that gives priority to the Millennium Development Goals.

34. However, there is one essential condition for citizens' engagement to be able to reach its full potential: transparency and access to information.[15]

35. There are many semi-direct democratic mechanisms, alongside existing ones — the most conventional of which is the right to vote — that enable citizens to participate in the decision-making process. Successful examples, such as the participatory development of norms, participatory budget preparation, establishment of consultative councils, elaboration of strategic plans and holding of public hearings, offer citizens direct channels for expressing their concrete demands. In a context of representational crisis, these mechanisms are outlets through which the needs of an ever-changing society can be conveyed. Even in complex sociocultural settings, the reinvention of democracy comes in a variety of forms, giving rise to concrete institutional innovations and lessons drawn from experience that point to the existence of a new configuration between representative and participatory democracy. However, joint decision-making and participation are illusory if citizens are not guaranteed access to State-held information. The right of access to public information cuts across all these participation mechanisms and is a precondition for their implementation. It serves no purpose to claim that people collaborate or participate without giving them the possibility to obtain all the information they need to make decisions. The solution to this problem is not to impose limits on participation, but to eliminate any barriers to access to information, in order to ensure political participation by an "informed citizenry".

36. The right of access to information constitutes freedom of expression and includes the right to question the authorities. It is a corollary of the republican system of government, which recognizes the separation and control of powers, openness of government actions, accountability of public officials, and equality before the law.

37. It is an instrumental right,[16] and hence an unavoidable precondition for the exercise of other fundamental rights and for effective citizen participation in public decisions. Fortunately, the right of access to information is here to stay. On 19 September 2006, an international court — the Inter-American Court of Human

[15] Marta Oyhanarte, "Accountability and Access to Information: Two Sides of the Same Coin (2011)". Available from http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan046411.pdf.

[16] Victor Abramovich and Christian Courtis, "El acceso a la información como derecho". Anuario de Derecho a la Información, year 1, volume 1 (Buenos Aires, Editorial Siglo XXI, 2000).

Rights — affirmed, expressly, in the case of *Claude Reyes y Otros v. Chile*,[17] that the right of access to information is a human right that is included in the right to freedom of thought and expression. In that decision, which had major international implications, the Court applied various standards that had already been recognized by other specialized international bodies.

38. The significant milestone reached with the recognition of access to information as a human right created the need for a corresponding legal regime containing elements and guarantees for putting it into effect. The Court indicated that any norm regulating access to information needed to reflect some essential principles, namely:

- Broad active legitimacy: any person may request information without necessarily citing the reasons for such a request.
- Broad passive legitimacy: the State is duty-bound to provide the information requested; this applies to all its organs and authorities, not just the administrative ones.
- Maximum disclosure: it establishes the presumption that all information is accessible, subject to a limited set of exceptions.
- Subject of the right: "information" includes any type of storage or retrieval system, including documents, films, microfiches, videos and photographs.
- Positive obligation of the State to provide information: the State is obligated to provide the information requested, or the reasons for failing to do so, if it was covered by one of the legitimate exceptions.
- Judicial recourse to guarantee the exercise of the right: this also involves the need to guarantee the right through adequate judicial protection that can be obtained rapidly and expeditiously.

39. In keeping with the criteria of the Inter-American Court of Human Rights, the dual role of this fundamental right as both an individual right of all persons and a positive obligation on the part of the State to provide the information requested provides the legal security sought by a democracy of quality.

40. Access to information by citizens facilitates the evaluation of public institutions and transparency can be measured by the degree to which citizens are able to monitor and evaluate the actions of public servants and representatives.[18] Underlying these definitions is the idea that transparency is intricately linked to accountability. Moreover, from the standpoint of economic analysis, access to public information reduces market uncertainty about the preferences of the relevant actors, makes financial policies more predictable, and enhances the external efficiency of markets. By contrast, lack of transparency forces economic agents to revise their expectations for consumption, investment and product prices, thereby increasing investment risks. Trust — which is strengthened when the right of access to information is respected — leads to rational decisions and reduces uncertainty in expectations.

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[17] Inter-American Court of Human Rights, Case of *Claude Reyes y Otros v. Chile*, Judgment of 19 September 2006, para. 70.

[18] Adam Przeworski, "Política y administración", in *Política y gestión pública* (Buenos Aires, Fondo de Cultura Económica, 2004).

41. Effective access to local public information and institutionalization of participation mechanisms create a virtuous circle based on relationships of trust which, in addition to giving legitimacy to the actions of local authorities, reduces the gap between the local state and society, thereby strengthening relations not only among civil society actors but also with the local government and the private sector, and among the various citizens' groups. This creates conditions conducive to local development and improvement of the quality of public policies implemented.

42. The right of access to information is also a precondition for effective citizen participation and allows for the exercise of other social and economic rights. One of the distinctive features of the right of access to information is that it is considered an instrumental human right, hence an instrument for implementing other rights, values and principles. The very existence of the mechanism for obtaining information, or the obligation to provide information, has preventive or institutional ramifications, regardless of how that information is used.[19] On the other hand, the information provides citizens with the elements needed to effectively evaluate the implementation of public policies, thereby increasing transparency in Government management and facilitating citizen oversight. In this regard, many authors agree that public information plays a key role in promoting efficiency.[20]

43. For practices of citizen participation in decision-making processes and policy implementation to become institutionalized, it is desirable — although not sufficient — that a norm set out mechanisms to that end and also guarantee their implementation. Implementation is, of course, a complicated, even conflictual, process requiring coordination that takes into account differences and results in harmonious and effective collective action. It takes time to formulate public policy and, when it is put into effect, it should be noted that social organizations or stakeholders, the public officials who will be responsible for its implementation, and groups that are expected to benefit from the policy, will all react to it differently. The effort to change the behaviour of many people requires a conceptual framework and technical skills that may be adjusted to the various contexts, as well as a medium- and long-term outlook that would make changes viable. A systematic vision is required for implementation of the policy.

44. The following are a few actions that local governments may take to implement the right of access to information:

Network of focal points and persons responsible for access to information

Organize a network of officials to assist citizens with the filing of information requests.

[19] Roberto Saba, "El Derecho de la persona de acceder a la información en poder del Gobierno". *Revista de Derecho Comparado de la Información*, No. 3, January-June 2004 (Mexico, National Autonomous University of Mexico, 2004).

[20] Leonardo Garnier and others, "La democratisación de la administración pública. Los mitos a vencer". In *Politica y Gestión Pública* (Buenos Aires, CLAD y Fondo de Cultura Econômica, 2004).

Training

Schedule courses for public officials in relevant positions in services that respond to information requests, such as the staff of information desks, public service offices and legal offices.

Technical assistance and on-line help desk

Set up an information-sharing and consultation system with a permanent telephone line and an e-mail address.

Interpretation criteria

Establish legal criteria for interpretation to ensure that policies are coherent with the current norms of the rest of domestic legislation.

Web portal and electronic bulletin

Organize a website as a gateway and reference point for access to public information and citizens' engagement.

Facilitation tools

Produce and distribute graphic outreach tools, including pamphlets, guides, posters and standard forms for filing information requests, so that they can be understood and used by organizations and the general public.

Relationship with NGOs

Develop partnerships with civil society organizations to support the expansion of cooperation to establish common criteria for interpreting the shared rules and actions that guarantee exercise of the right to access to public information.

Electronic information request system

Develop an electronic system for managing information requests, in other words, an electronic platform for receipt and processing of citizens' requests.

Replication by other local governments

Promote actions by local governments to improve civic culture and approve local regulations on the exercise of the right of access to information.

Free and unlimited Internet access

Promote the use of new information technologies, which should be considered a basic public service that provides access to material public information.

Rules on access to information

Approve local rules for access to information, taking into account international standards in that area.

45. In addition, it is important to highlight the interaction of the multiplicity of stakeholders at different levels of policy implementation with their individual and

group interests.[21] Access to information implies a modification of behaviour, habits and expectations that go beyond the scope of rules. The challenge is not only to bring about changes within the State based on the understanding that information does not belong to officials, but is an asset belonging to all. It also involves support for citizens' engagement, ensuring that the right to know is disseminated horizontally as part of a broader concept: effective citizens' participation in public decisions.

46. It is a process of re-establishing mutual trust in which a set of formal and informal rules is articulated to structure the relationships between social stakeholders; it involves changes in the behaviour of both local officials and other community residents and requires a comprehensive approach in which the concept of governance is understood as a process of constructing policies with consensus-based mechanisms, contracts and guarantees for the participation of various private actors and third-sector social organizations, as well as the public sector.[22]

47. There is no sense in claiming that participatory democracy exists at the municipal level if citizens do not have the information needed to make the best public decisions. Therefore, the implementation of policies to increase levels of transparency by guaranteeing the right of access to public information not only facilitates monitoring of public decisions, but also promotes citizens' engagement.

VI. Profile of a local development leader

48. Democracy is certainly the best framework for local development, while the best actors are those who are willing to provide modern leadership

49. How can this be done? There are no universal formulas or magic solutions. An effort must be made to find the best participatory formula that broadens the debate and provides a solution in which everyone can gain something. This and only this is social leadership: the ability to get people to work together to resolve their problems. This task involves recognizing difficulties, exploring the costs and consequences of various courses of action and taking the best decisions in each situation. To move through this process, the leader has to be involved in the problems of his or her community. A leader is someone who helps the community to find its voice and provides guidance, so if that person is not well integrated into the community, he or she cannot understand the community's ideas and aspirations.

50. A good leader must always be a good citizen. We are gradually getting rid of "big government", as President Bill Clinton said in a speech to Congress in 1997, and we are entering the era of "big citizenship", according to Will Marshall of the Progressive Policy Institute.

Who are the new leaders and where are they?

51. Leadership is not something innate, nor is it a matter of rank, privileges, titles or money. Special care should be taken with one leadership characteristic that is still

[21] Enrique Peruzzotti, "Marco conceptual de la Rendición de Cuentas", chapter 6, available from http://iniciativatpa.files.wordpress.com/2010/06/peruzzotti-marco-conceptual-de-la-rendicic3b3n-de-cuentas.pdf.

[22] Luis F. Aguilar Villanueva, *La implementación de las políticas, Colección Antologías de Política Pública*, volume IV (Mexico, Miguel Ángel Porrúa, 1996).

a myth, because, perhaps, it is the one that most reduces the growth potential of possible new leaders. As Peter Drucker says:

> "Beware charisma! There is an enormous amount of talk about it, and an enormous number of books are written on the charismatic leader. No century has seen more leaders with more charisma than the twentieth century, and never have political leaders done greater damage than the four giant leaders of the twentieth century: Stalin, Mussolini, Hitler and Mao."[23]

52. The traditional myths about leaders have been debunked and we should know that leaders can be found at work, at school, in the neighbourhood, in government, at church, everywhere. They can be young people, adults or seniors, men or women, business people or workers, professionals or craftsmen, religious people or agnostics, nationals or foreigners. How can we find them? Leadership comprises cognitive, affective, linguistic and physical characteristics that are within us either in potential form or fully developed. Frequently, when we speak of new leadership it is understood as a reference to a few individuals who will emerge to replace our current leaders. There is no consideration of the potential of each and every one of us to occupy and bring something new to these positions. Leadership must and can be learned. There is no "leadership personality", nor are there any "leader's characteristics". We can all dream whatever we want, we can all proclaim our ideals and put them actively into practice, each one of us can help to change the world. Each person has to begin for himself or herself. Self-leadership is the essence of leadership, it is based on knowing yourself. As Mahatma Gandhi said: "you must become the change you want to see in the world."

53. The qualities of a leader: honesty, joy, curiosity, responsibility, consistency, vocation of service, creativity, persistence, flexibility, would not be sufficient to make a leader a force for social change if he or she did not possess the faculty that gives meaning to and guides transformative action: the vision that inspires all leadership. It is easier to complete a puzzle when the box displays the image. Vision offers a mental picture of how tomorrow will be, it reflects a great shared hope. Leaders are concerned with the future: they do not predict it, but they feel it in embryonic form. And leaders who are able to transmit their vision can attract the commitment of other individuals and generate new energies. They bring the present and the future together. People, by instinct, will follow the person who pursues a dream. "I have a dream" said Martin Luther King.

VII. Conclusions

54. Globalization, paradoxically, reinforces the importance of local communities, illuminates the importance and complexity of specificities and calls for an end to the monopoly on analysing problems, solutions and opportunities. In that connection, the need to assemble the symbolic, human and material assets available to support development offers an opportunity for local governments to show leadership, as their agenda is impacted by new issues and dilemmas that demand creative solutions in local management. Local governments can set up — as many are doing — a management profile that meets the new requirements of globalization: relate to social stakeholders, find potential production clusters, attract investment, stimulate

[23] Peter Drucker, *The New Realities* (New Brunswick, Transaction Publishers, 2004).

knowledge and local innovation, set up production and learning networks, develop competitive advantages for the region, coordinate skills with other public authorities, promote strategic partnerships with the third sector and the private sector, involve think tanks and bring the municipality into a global context. In short, they become players in a model of harmonious and sustainable human development that helps to achieve the Millennium Development Goals.

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Review of the United Nations Programme in Public Administration and Finance

Review of the United Nations Programme in Public Administration and Finance

Report of the Secretariat

Summary

The present report highlights the major activities undertaken by the Secretariat in 2011 under the United Nations Programme in Public Administration and Finance. It also sets out the strategic framework and scope of activities for the period 2012-2013. The Committee of Experts on Public Administration is invited to review and provide feedback to the Secretariat on these activities, which are intended to assist national and local governments in addressing their current public governance and administration challenges as well as the emerging issues in a globalized world.

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I. Introduction

1. The Division for Public Administration and Development Management of the Department of Economic and Social Affairs of the Secretariat is the principal entity within the Secretariat mandated to implement the United Nations Programme in Public Administration and Finance. It assists the Member States of the United Nations in fostering efficient, effective, inclusive, transparent, accountable, clean and citizen-centred public governance, administration and services through innovation and technology to achieve the internationally agreed development goals, including the Millennium Development Goals.

2. The present report highlights the major activities undertaken by the Secretariat in 2011 under the Programme for review by the Committee of Experts on Public Administration.

3. The report also sets out the strategic framework and scope of activities to be implemented for the period 2012-2013. The Committee is requested to review and provide feedback to the Secretariat on these activities, which are intended to assist Governments in addressing their current public governance and administration challenges and the emerging issues in a globalized world.

II. Major activities in 2011

4. The activities of the United Nations Secretariat in the area of public administration are implemented under subprogramme 8, Public administration and development management, of section 9, Economic and social affairs, of the programme budget, by the Division for Public Administration and Development Management, in particular to those Member States which have requested assistance and to developing countries, especially the least developed, post-conflict or post-crisis countries, and countries with economies in transition. A summary of the major activities implemented in 2011 is provided below.

A. Servicing of intergovernmental bodies

General Assembly, Economic and Social Council and Committee of Experts on Public Administration

5. The mandates of the Division for Public Administration and Development Management are defined by resolutions and decisions adopted by the General Assembly and the Economic and Social Council. Through the servicing of intergovernmental bodies, the Division aims to promote enriched dialogue, awareness, policy options and common approaches for the betterment of public service, in particular with reference to the cross-cutting issues related to institution-building and human resources development in the public sector, citizen engagement in managing development, electronic and mobile government development, open government data and services, and information and communications technology (ICT) for public sector development.

6. The positive impact of the work of the Division is reflected in the resolutions and decisions adopted in 2011, which contain at least nine references or recommendations pertaining to intergovernmental bodies, including General

Assembly resolution 65/1 entitled "Keeping the promise: united to achieve the Millennium Development Goals"; resolutions 65/141 and 66/184 on information and communications technologies for development; and the Marrakech declaration on the prevention of corruption, adopted by the Conference of the States Parties to the United Nations Convention against Corruption, at its fourth session (see CAC/COSP/2011/14, chap. I.A); Economic and Social Council resolutions 2011/2 and 2011/22, adopted in connection with the reports of the Committee of Experts on Public Administration on its ninth and tenth sessions, respectively. It is also reflected in the report of the Secretary-General on enhanced cooperation on public policy issues pertaining to the Internet (E/2011/103-A/66/77); and Economic and Social Council resolution 2011/16 on the assessment of the progress made in the implementation of and follow-up to the outcomes of the World Summit on the Information Society.

7. In its resolution 66/184, the General Assembly in particular took note of the work of the Division in the area of enhanced cooperation on public policy issues pertaining to the Internet (the first time for that particular topic). The Assembly also acknowledged for the first time the positive trends of e-government, among others, and stressed the important role of Governments in the design of their national public policies and the provision of public services in response to national needs and priorities through, inter alia, the effective use of ICTs. In addition, the Assembly recognized the role of the United Nations Group on the Information Society as an inter-agency mechanism designed to coordinate United Nations implementation of the outcomes of the World Summit on the Information Society. The Department of Economic and Social Affairs is currently a Vice-Chair of the Group, together with the International Telecommunication Union (ITU) as Chair and the United Nations Educational, Scientific and Cultural Organization (UNESCO) as another Vice-Chair.

8. In the Marrakech declaration on the prevention of corruption, the Conference of the States Parties noted with appreciation the cooperation between the secretariat of the United Nations Office on Drugs and Crime and the Department of Economic and Social Affairs on the prevention of corruption in the public sector, and requested the secretariat to continue such cooperation, particularly with regard to the United Nations Public Service Awards, as well as through other initiatives, including activities that enhance public service delivery and prevent corruption.

Committee of Experts on Public Administration

9. The Division provided substantive and administrative service to the Committee of Experts on Public Administration[1] at its tenth session, which was held at Headquarters from 4 to 8 April 2011. The main theme of the meeting was "Public governance for results to improve the quality of human life for all, by supporting the implementation of the internationally agreed development goals including the Millennium Development Goals". In the context of results-based governance, the sub-themes covered during the session were: (a) conceptual and operational frameworks; (b) post-conflict and post-disaster countries; (c) social protection policies for vulnerable populations; and (d) performance management in government with regard to education, the theme of the 2011 annual ministerial review of the Economic and Social Council (see E/2011/44-E/C.16/2011/15, chap. III.B).

[1] See www.unpan.org/cepa.

B. Analytical research

United Nations public administration country studies

10. The reach and convening power of the United Nations enables it to provide complete, up-to-date information on and assessment in areas that can lead to the accelerated achievement of the internationally agreed development agenda including the Millennium Development Goals. To that end, the United Nations public administration country studies continued to be developed in 2011 and will be maintained by the Division as a comprehensive, up-to-date and readily accessible online knowledge base of country profiles of all 193 Member States on public governance and administration. This new initiative has already received very positive feedback from many Member States.

11. The knowledge base is intended to assist Governments in making evidence-based decisions by providing country data and global views on conventional and emerging topics related to governance and public administration.

12. The content is categorized by country and region and by themes with relevant linkages to the Millennium Development Goals. With its intuitive and easy-to-navigate interface supporting the six official United Nations languages, the knowledge base provides access to rich reference and primary source materials on public governance and administration, including the following:

(a) Government institutional and human resources development:

(i) Codes of conduct and other legal frameworks governing the conduct of public servants;

(ii) Government agencies at the national level;

(iii) Gender representation in government agencies;

(iv) Financial disclosure for senior government officials;

(v) E-parliament data;

(b) Electronic and mobile government:

(i) National strategies and policies on e-government;

(ii) E-government development index;

(iii) Chief information officers or equivalents at the national level;

(iv) National e-procurement platforms/systems;

(c) Citizen engagement in managing development:

(i) Legal framework for citizen engagement in public affairs;

(ii) Institutions/systems for citizen engagement;

(iii) Channels/tools for citizen engagement;

(iv) E-participation index;

(d) Open government data:

(i) Freedom of information acts;

(ii) Data protection acts;

(iii) Budgetary information at the national level;

(iv) Information and privacy commissioners or equivalents.

United Nations e-Government Survey

13. The flagship publication of the Division is the *United Nations e-Government Survey*,[2] which assesses all 193 Member States with respect to their e-government development and the extent of e-participation. The reports of the past surveys provided time-series data and an analysis of trends in e-government readiness and development across regions and at the country level, and have become the global benchmark for measuring e-government development.

14. In addition to references in publications,[3] the high-interest in and impact of the Survey is featured in 45 news articles that highlight e-government initiatives of the Member States, international agencies and international organizations. In addition, the Survey is featured in professional-level training courses (e.g., at FutureGov Academy and Boston University).

15. In 2011, the Division continued its preparation of the *United Nations e-Government Survey 2012: e-Government for Sustainable Development*, including survey data collection, research and analysis. While continuing to provide the United Nations e-government development rankings for 2012, the Survey also analyses how Governments are employing e-government policies and programmes to support efficiency, effectiveness and inclusiveness as parameters of sustainable development efforts worldwide. A special focus of the 2012 Survey is on assessing environment-related services, in particular the provision of environment and resource conservation information and services, and thereby establishes the first data set on United Nations e-environment indicators.

16. The message of the 2012 Survey builds upon previous surveys and sets it firmly within the context of the current global developmental debate. Firstly, by underscoring the importance of technological advancements, the role of the Government and sustainable development, it highlights the importance of e-government and ICT as integral to sustainability in development. Secondly, by expanding the concept of e-governance, it points to the need to place e-government at the centre of development thinking for a coherent, coordinated and synergistic approach to public sector solutions. Finally, it draws attention to state-of-the-art approaches to e-government that are being deployed in vanguard countries as case studies for a whole-of-government framework and the inclusion of the disadvantaged in the circle of development. The 2012 Survey reviews the recent progress made in e-government development globally, while cautioning against the continuing digital divide.

[2] See www.unpan.org/e-government.

[3] See, for example, Organization for Economic Cooperation and Development (OECD), *Towards More Effective and Dynamic Public Management in Mexico* (2011); *Journal of e-Governance Leading UN e-Government Initiatives*, IOS Press, Vol. 34 (2011); and the "Guidelines for Social Media Usage for United Arab Emirates Federal Government Entities" (February 2011).

Expert group meetings

17. In 2011, the Division conducted expert group meetings to expound on new developments and emerging trends in governance and public administration. The meetings provided forums at which expert knowledge and experience were mobilized to identify critical issues, and the consensus on policy options began to be forged. The three reports on the expert group meetings are entitled: (a) "Engaging citizens to enhance public sector accountability and prevent corruption in the delivery of public services"; (b) "E-procurement: towards transparency and efficiency in public service delivery"; and (c) "Strengthening public administration and leadership for the achievement of the Millennium Development Goals at the local level".

18. As part of the implementation of the Development Account project on strengthening the public sector human resources management capacities in Africa, an expert group meeting on the topic "Strategies for attracting the best talent in the public service in Africa" for human resource practitioners and experts was conducted in collaboration with the Africa Public Sector Human Resources Managers Network and the African Association for Public Administration and Management, in Lilongwe, Malawi, in November 2011.

19. An expert group meeting on the theme "Engaging citizens to enhance public sector accountability and preventing corruption in the delivery of public services", in cooperation with the United Nations Office on Drugs and Crime, was held in Vienna, in July 2011. During the two-day meeting, 37 experts representing Governments, international organizations, civil society and academia shared experiences on the systematic and effective engagement of citizens and civil society organizations by public administrations to increase accountability and the prevention of corruption.

20. As a result of an expert group meeting on e-procurement, the Division will develop a knowledge guide on e-procurement. The Asian Development Bank invited the Division to make a presentation about the guide at the Asia and Pacific Conference on Electronic Government Procurement, held in Bali, Indonesia, in November 2011, which was attended by all the countries of Asia and the Pacific. The Division was also invited to join the Working Group on Electronic Government Procurement chaired by the World Bank. These partnerships represent an acknowledgment on the part of the international community that the Division has a cohesive conceptual framework to handle e-procurement issues combined with objective indicators for e-government development, so as to enhance the transparency and efficiency of public service delivery while combating corruption.

C. Knowledge-sharing and training

21. The United Nations Public Administration Network (www.unpan.org) is an online network of 27 relevant international and regional institutions and United Nations system agencies. In 2011, the Network continued to serve as the de facto global network and portal for public administration and governance. From 2010 to 2011, Network content downloads increased 18.4 per cent and page views increased 4.8 per cent.

22. The UNPAN Online Training Centre[4] delivers capacity-building courses on various public administration topics. In 2011, the Centre delivered, free of charge, 35 online courses covering various topics on electronic and mobile government, institution and human resources management in public administration, and knowledge management in government and the Millennium Development Goals. The courses are aimed at practitioners, including community leaders, responsible for the formulation and implementation of development policies and programmes, and scholars and students of public administration.

23. In 2011, the Centre added several new courses entitled: (a) "Human resources managers capacity development"; (b) "Citizen engagement and the Millennium Development Goals"; and (c) "Public sector human resources capacity in the Latin American region".

24. The following courses were translated: "E-government interoperability", into Russian; and "What an e-government leader should know — introduction/tactical/strategic", into Romanian.

25. Two PDF-based learning materials were converted into interactive courses entitled: "Results-based public administration budgetary management"; and "Quality management for public administration".

26. In 2011, some 811 people enrolled in courses offered by the Centre, with a completion rate of 79 per cent. The most popular was a course on principles of e-government, followed by the courses on human resources managers capacity development and knowledge management in government organization.

27. The Division, in cooperation with Microsoft, upgraded the Measurement and Evaluation Tool for E-Government Readiness (METER) from 2.0 to 2.5. The new version has an enhanced report-generating function and offers custom solutions to the challenges the Member States face in the development of e-government systems. METER 2.5 has been tested in Iraq, Jordan, Morocco and the United Republic of Tanzania.

28. The Reconstructing Public Administration after Conflict toolkit was prepared in consultation with members of the Committee of Experts on Public Administration to provide policymakers, practitioners and experts at the national and international levels with tools that can guide the reconstruction of public administration after violent conflict from a process-oriented and long-term perspective. Participants at the Conference of African Ministers of Public/Civic Service and the Africa Union Commission also provided feedback on the preparation of the toolkit during a meeting on the topic "Post-conflict reconstruction and development", held in Brazzaville, in October 2011.

Capacity-building workshops

29. A capacity-building workshop entitled "Managing economic and social councils as a driving force of the national dialogue on economic and social policies", organized by the Division, the International Association of Economic and Social Councils and Similar Institutions and the National Economic and Social Council of Kenya, was held in Nairobi, in March 2011. The workshop focused on capacity-building for management development in the face of the challenges to

[4] See www.unpan.org/elearning.

achieve the internationally agreed development goals, including the Millennium Development Goals.

30. A capacity-building workshop entitled "Promoting professionalism in the public service: strengthening the role of human resources managers in the public sector for the effective implementation of the African Charter on the Values and Principles of Public Service and the Administration", was held in Addis Ababa, in March 2011. It was organized by the Division, in collaboration with the Economic Commission for Africa (ECA), the African Public Sector Human Resources Managers Network and the Government of Ethiopia. Participants from 35 African countries attended the workshop. A number of intergovernmental and interregional organizations attended the workshop, including the African Association for Public Administration and Management, the African Training and Research Centre in Administration for Development, the International Public Management Association for Human Resources, the United Nations Development Programme (UNDP) and the World Bank.

31. A capacity-building workshop entitled "Leveraging ICT to establish a collaborative network among the parliaments of Latin America and the Caribbean" was held in Panama City, in April 2011. It was co-organized by the Division, through the Global Centre for ICT in Parliament, and the National Assembly of Panama. At the workshop, the secretaries-general of 16 parliaments of Latin America and the Caribbean agreed to establish the Exchange Network of Parliaments of Latin America and the Caribbean, with a view to strengthening cooperation among the parliamentary administrations of the region.

32. A capacity-building workshop entitled "Engaging citizens to enhance public service delivery and strengthen accountability" was held in Vienna, in July 2011. It was co-organized with the United Nations Office on Drugs and Crime and convened participants from Governments, civil society organizations and academia. It concluded that innovative and diversified understandings of civil society and grass-roots formations must be compiled and examined towards defining the growing role of social accountability processes in the developmental sectors encompassed by the Millennium Development Goals.

33. In conjunction with the United Nations Public Service Awards in June 2011, four parallel capacity development workshops were held at which experts presented in the areas of: (a) leading with integrity and inventiveness in public governance; (b) engaging citizens and civil society organizations to promote effectiveness, accountability and transparency in reconstruction and recovery strategies after natural disasters; (c) African e-leadership capacity-building; and (d) leading innovations on gender-responsive service delivery. The outcomes of the workshops informed a ministerial round table and intergenerational dialogue, at which the final declaration was presented that included concrete recommendations on how to improve standards of living through building the capacity of public administration in the respective functional and thematic areas of the above-mentioned workshops.

34. A capacity-building workshop on the theme "Support to strengthening public administration and leadership capacities at the local level for the achievement of the Millennium Development Goals and other development agendas" was held in Lilongwe, Malawi, in November 2011, in collaboration with the African Association for Public Administration and Management and the United Nations Capital Development Fund. It was attended by ministers responsible for local governments

in Africa and other senior public sector leaders and discussed the challenge of strengthening public administration as a way to improve the delivery of public services at the local level, especially those directly linked to the Millennium Development Goals.

35. A capacity-building workshop on the theme "African e-leadership capacity-building", held in June 2011 in cooperation with the United Nations Project on Governance, explored the role and importance of leadership in e-government development. Participants discussed approaches and best practices in responding to the challenges of e-government development. The workshop served as a forum for African e-leaders to share and exchange their challenges and practices with e-leaders from other regions.

36. A regional capacity-building workshop entitled "Managing economic and social councils as the driving force of national dialogue on economic and social policies" was held in March 2011, in Nairobi, and organized in conjunction with the International Association of Economic and Social Councils and Similar Institutions, UNDP Kenya and the National Economic and Social Council of Kenya. It was followed by a training session on the topic "Learning from the strengths and weakness of European development initiatives for programmes management in Kenya".

37. A workshop on the theme "Engaging citizens to strengthen accountability and prevent corruption for better public service delivery and achievement of the Millennium Development Goals" was organized in cooperation with the United Nations Office on Drugs and Crime, in Marrakesh, in October 2011, as one of the side events to the fourth session of the Conference of the State Parties to the United Nations Convention against Corruption. Workshop participants delivered a text at the plenary, emphasizing the importance of engaging citizens and civil society organizations to counter corruption, and the need for public accountability, transparency and a legal framework in line with the principles of the Convention. These contributions were reflected in resolution 4/3, entitled "Marrakech declaration on the prevention of corruption".

38. A capacity-building workshop entitled "Challenges and opportunities of participatory governance in North African countries: engaging citizens and their organizations in public development affairs through adequate institutions", was held in October 2011 in Rabat, in cooperation with ECA and the Government of Morocco, through the Ministry of the Interior and the Ministry of Public Service Modernization. The workshop brought together experts and practitioners on matters related to public governance in North African countries to debate the challenges and opportunities currently faced in the region in the midst of the "Arab spring" concerning the engagement of citizens and relevant organizations, with the aim of enhancing public governance, improving public accountability, transforming public administration to enhance openness, inclusiveness and transparency and fostering the achievement of the Millennium Development Goals.

D. Advocacy and partnership-building

39. One of the core focuses of the Division is to facilitate dialogue, improve accessibility of information and knowledge-sharing, and promote partnership-building among international, regional and national institutions, including public,

private, academic and non-profit organizations, through the United Nations Publication Administration Network and the United Nations Public Service Awards and Public Service Day. Inter-branch and inter-agency collaboration was particularly encouraged to deliver integrated and cohesive activities, services and products through inter-branch teams and systematic planning and implementation mechanisms and by strengthening networks such as the United Nations Public Administration Network and the cluster on governance and institution-building under the Executive Committee on Economic and Social Affairs.

40. A discussion panel on public administration and poverty eradication was conducted in collaboration with the International Institute of Administrative Sciences in Lausanne, Switzerland, in July 2011. The Institute and the Division also established a joint working group on public administration and poverty eradication.

41. With regard to partnership-building the International Association of Schools and Institutes of Administration and the Division established an International Task Force on Standards of Excellence for Effective Public Administration at the local level for the achievement of the Millennium Development Goals.

United Nations Public Service Awards and Public Service Day

42. By its resolution 57/277, the General Assembly designated 23 June as the United Nations Public Service Day to celebrate the value and virtue of service to the community. In 2000, the Economic and Social Council established the United Nations Public Service Awards[5] programme to promote better delivery of services by governments. It is the most prestigious international recognition of excellence in public service. Through an annual competition, it rewards the creative achievements and contributions of public service institutions with respect to promoting a more effective and responsive public administration in countries worldwide.

43. The 2011 United Nations Public Service Awards ceremony and the United Nations and Africa Public Service Forum on the theme "Transformative leadership in public administration and innovation in governance: creating a better life for all", were co-organized by the Division, in collaboration with the African Union Commission, the President's Office of the United Republic of Tanzania, which hosted the event, and in partnership with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the United Nations Office on Drugs and Crime and with the support of UNDP in the United Republic of Tanzania. The Forum took place in Dar es Salaam, from 20 to 23 June 2011.

44. Nominations for the United Nations Public Service Awards increased by 44 per cent from 2010 to 2011. Two new categories entitled "Promoting gender-responsive delivery of public services", in association with UN-Women, and "Preventing and combating corruption in the public service", in association with he United Nations Office on Drugs and Crime, were added to address important public sector issues in identifying and showcasing innovations and best practices.

45. At the United Nations Public Service Awards ministerial round table, professionalism, ethics and integrity among leaders, attention to the voice of the citizenry, including vulnerable groups, the important role of ICT in implementing

[5] See www.unpan.org/unpsa.

public policy, and the importance of a highly trained and professional public sector workforce were highlighted as areas of priority during the discussion.

46. A total of three capacity-building workshops were organized during the United Nations Public Service Awards on the following themes: (a) leading with integrity and inventiveness in public governance; (b) engaging citizens and civil society organizations to promote effectiveness, accountability and transparency in reconstruction and recovery strategies after natural disasters; and (c) African e-leadership in capacity-building.

47. In addition, the Division organized, together with UN-Women, a capacity-building workshop entitled "Leading innovations on gender-responsive service delivery", to discuss the need to institutionalize gender-responsive public service delivery and promote the exchange of good practices concerning the inclusion of women and their needs in governance and public administration in order to contribute to social and economic development.

48. In total, 36 winners from Brazil, Canada, Colombia, Dominica, Egypt, India, Mexico, the Netherlands, Oman, Peru, Poland, Portugal, the Republic of Korea, Romania, Saudi Arabia, Slovakia, South Africa, Thailand, Tunisia, the United Republic of Tanzania and the United Arab Emirates received a United Nations Public Service Award. The event resulted in a better understanding of how government leadership can be more effective in pursuing the Millennium Development Goals, and in increased knowledge of innovative solutions to complex governance challenges.

49. The award ceremony also featured the Department of Economic and Social Affairs launch of its first app developed for mobile devices: an interactive publication entitled "United Nations innovations in public governance", showcasing all winners from 2003 to 2011. The app is available as a free download on the iTunes store for iPhone and iPad. It is also available through United Nations Publications or as an eBook on Apple, Sony, Barnes & Noble and Amazon for electronic readers.

Governance and institution-building cluster of the Executive Committee on Economic and Social Affairs

50. In 2011, the Division continued its action aimed at promoting collaboration among relevant United Nations entities as lead focal point of the governance and institution-building cluster of the Executive Committee on Economic and Social Affairs. Cluster members have a shared commitment in strengthening governance and institution-building, with the aim of assisting countries to formulate and implement public policies that ensure sustainability and local ownership for the achievement of the internationally agreed development agenda, including the Millennium Development Goals.

51. The cooperation among the cluster members include the following:

(a) Knowledge-sharing through the United Nations Public Administration Network in the areas of governance and public administration (Department of Economic and Social Affairs, ECA, Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Western Asia (ESCWA), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic Commission for Europe (ECE), United Nations University (UNU));

(b) Citizen engagement for the Millennium Development Goal implementation (Department of Economic and Social Affairs, ECA, ESCAP);

(c) Development of guidelines on the rebuilding of public administration in post-conflict countries in Africa and the establishing of economic and social councils in Africa (Department of Economic and Social Affairs, ECA, UNDP);

(d) Development of United Nations Public Administration Network online training courses in Spanish for training in the area of public administration (Department of Economic and Social Affairs, ECLAC);

(e) Conducting training courses developed by the Department of Economic and Social Affairs on e-government (Department of Economic and Social Affairs, United Nations Institute for Training and Research);

(f) E-government development in the Asia-Pacific region through the building of a knowledge base (Department of Economic and Social Affairs, ESCAP, UNU);

(g) Implementation of three action lines of the Tunis Agenda (World Summit on the Information Society): action lines 1, 7 e-gov, and 11 (Department of Economic and Social Affairs, United Nations Conference on Trade and Development, UNESCO, ITU);

(h) Capacity development through projects such as the improvement of human resources management in the public sector in the Africa region and other country-specific projects in Chad, Djibouti, Mauritania, Mozambique and Togo (Department of Economic and Social Affairs, ECA, UNDP);

(i) Collaboration on the establishment and evaluation of a new category under the umbrella of the United Nations Public Service Awards, on promoting gender-responsive delivery of public services (Department of Economic and Social Affairs, UN-Women);

(j) Collaboration on the establishment and evaluation of a new category under the umbrella of the United Nations Public Service Awards, on preventing and combating corruption in the public service (Department of Economic and Social Affairs, United Nations Office on Drugs and Crime);

(k) A workshop on engaging citizens to enhance public service delivery and strengthening accountability, in cooperation with the United Nations Office on Drugs and Crime to enhance participants' capacities for the analysis, design, implementation and evaluation of citizens' engagement processes for improved efficiency and accountability in public service delivery within the framework of the United Nations Convention against Corruption.

Implementation of World Summit on the Information Society action lines C1, C7eGov and C11

52. The Department of Economic and Social Affairs, as the leading facilitator for action lines C1, C7eGov, and C11,[6] the newly elected Vice-Chair of the United Nations Group on the Information Society and administrator of the Internet Governance Forum, focused its efforts through the Division to ensure the

[6] See www.unpan.org/dpadm/wsisfollowup.

comprehensive exchange of views, information and experiences, to promote policy dialogue and advocacy for the implementation of the World Summit on the Information Society outcomes by a variety of United Nations bodies, governmental and non-governmental stakeholders and partners through a number of modalities and initiatives.

Action line C1: the role of public governance authorities and all stakeholders in the promotion of information and communications technologies for development

53. The sixth facilitation meeting of action line C1 was held within the World Summit on the Information Society Forum 2011, as a joint meeting with action line C7, on e-government, and C11, on international and regional cooperation.

54. A workshop on greater government transparency and citizen engagement to promote effectiveness and accountability in public service delivery was organized by the Division, in cooperation with ITU, in Geneva during the 2011 World Summit on the Information Society Forum.

55. The 2012 edition of the United Nations E-Government Survey, with a focus on e-government for sustainable development, presents an updated assessment of e-government performance of the 193 Member States with a comparative analysis of current trends in four critical areas: (a) the adoption of a whole-of-government approach; (b) accessibility; (c) user take-up; and (d) multichannel service delivery.

56. The underlying theme of the 2012 Survey is e-government for sustainable development as a contribution to the United Nations Conference on Sustainable Development (Rio+20), to be held in Rio de Janeiro in June 2012. The report argues that increasing accessibility and usage can help to reduce the e-service usage divide and foster socially inclusive development; while open data present opportunities for citizens to freely use, reuse and integrate various sustainable development-related datasets.

57. The Division remained a key player in the Partnership on Measuring ICT for Development by participating in Partnership meetings during 2011. As a member of the Task Group on e-Government Indicators, the Division contributed to the finalization of the Partnership report on a framework for the development of e-government indicators based on its considerable work in this area. The report identifies a set of global indicators for the Member States in e-government and is to be submitted to the United Nations Statistical Commission in 2012.

Action line C7e: e-government

58. In 2011, the Division continued to strengthen its partnership with international institutions and other stakeholders in developing a coherent e-government support mechanism, which includes: partnering with the Government of Colombia for e-government development in Latin America; partnering with multilateral development banks for e-procurement; partnering with several universities to develop the United Nations E-Government Survey, and with Boston University to provide training for chief information officers and senior e-government officials. To date, Boston University has delivered four courses for chief information officers (two in Saudi Arabia and one each in Brunei Darussalam and Qatar). Discussions are in place to offer a similar course in Bahrain.

59. Volume IV of the Compendium of Innovative E-government Practices was finalized in 2011. This publication contains a compilation of case studies of innovative e-government solutions, services and applications with elements of transferability and adaptability. In developing the Compendium, the Division aims to provide a venue for the promotion and sharing of cost-effective, value-added innovative solutions, to hasten innovation and to enable South-South and North-South information-sharing.

60. In March 2011, the Division organized a consultation on e-procurement in Seoul, drawing on inputs from the World Bank, the Asian Development Bank and experts from the Governments of China, Italy, Japan, Mexico, the Philippines and the Republic of Korea. In October 2011, the Division also organized an expert group meeting on e-procurement. One of the outcomes of the meeting was the decision to build a knowledge guide on e-procurement that will assist Member States in improving transparency and accountability. In addition, the Division was invited by the Asian Development Bank and by the Multilateral Development Banks Working Group on E-Procurement to present the idea to representatives of Asian and Pacific Governments at the Asia and Pacific Conference on Electronic Government Procurement, held in Bali, Indonesia, in November 2011, where the initiative was fully supported.

61. The publication *M-Government: Mobile Technologies for Responsive Governments and Connected Societies* was prepared in collaboration with ITU and OECD and provided a prime platform for presenting, exchanging and disseminating, ideas, information on mobile software and hardware applications, and services to help governments to address the challenges associated with m-government development and citizen engagement. The report highlighted the relevance and value of mobile technologies for economic and social impact, examined key principles for becoming agile and ubiquitous, emphasized the importance of policy and governance models, and will assist Governments in the process of developing sustainable implementations of m-government and optimizing the range of possibilities for extending the outreach, efficiency and effectiveness of public services to citizens in efficient and inclusive ways.

Action line C11: international and regional cooperation

Internet Governance Forum

62. In 2011, the Division continued to support the secretariat of the Internet Governance Forum to assist the multi-stakeholder community comprising experts and practitioners of Internet governance from governments, the private sector, civil society, and technical and academic groups, in analysing the challenges of Internet governance. The sixth annual meeting of the Internet Governance Forum was held in Nairobi, from 27 to 30 September 2011. It was the first meeting since the mandate of the Forum was renewed by the General Assembly in its resolution 65/141. Two preparatory open consultations and multi-stakeholder advisory group meetings were held to set the agenda and themes of the Nairobi meeting as well as continuous online interactions. The theme was "Internet as a catalyst for change: access, development, freedoms and innovation". Some 2,000 participants attended the meeting and over 800 remote participants connected from hubs in 47 locations; 125 Governments were represented and 68 international media representatives were accredited. The approximate regional distribution was: African (53 per cent),

Western European and Others (29 per cent), Asian (11 per cent), Latin American and Caribbean (4 per cent) and Eastern European (3 per cent). In addition, for further outreach, the Division and the Internet Governance Forum secretariat participated in regional meetings of the Forum held in Singapore, South Africa and the United States of America in 2011.

International Association of Supreme Auditing Institutions

63. The twenty-first United Nations/International Association of Supreme Auditing Institutions Symposium was held in Vienna, from 13 to 15 July 2011, on the theme Effective practices of cooperation between supreme auditing institutions and citizens to enhance public accountability. The Symposium had 140 participants from 66 supreme auditing institutions, the Department of Economic and Social Affairs, the Committee of Experts on Public Administration, the United Nations Office on Drugs and Crime and other international organizations. The recommendations and conclusions adopted at the end of the Symposium included commitment by the Association to contribute to the Rio+20 Summit as invited by the United Nations; the establishment of a joint agenda of the Department and the Association to build capacities in all countries aiming to improve the audit process, transparency and eradication of corruption at all levels and an overall contribution to the implementation of the Millennium Development Goals; and a contribution by the Association to the prevention of corruption in line with the spirit of the United Nations Convention against Corruption.

Commonwealth Local Governments Forum

64. The collaboration with Commonwealth Local Governments Forum in leadership capacity-building for effective local governments and the strengthening of public administration at the local level for effective service delivery include: (a) supporting the Government of Kenya in its efforts to implement the new constitutionalized decentralization policy; (b) supporting the sustainability of the initiative for strengthening the leadership capacities for local governance in the countries of the East African Community; (c) strengthening the leadership capacities for local governance and poverty reduction in Africa.

E. Advisory assistance

65. The Division carries out technical cooperation activities in the form of advisory services and training activities on subjects falling within the mandate of the Division through its three branches. In 2011, at the request of the Member States, 36 advisory missions were undertaken in 25 countries. The overall thrust of the Division's technical cooperation programme is to assist, at the request of national and local governments, in the capacity-building of government officials and institutions and, increasingly, of civil society organizations for the reform and modernization of public administration, in particular the focus areas of (a) institutional and human resources capacity development; (b) electronic-government and mobile-government development; and (c) development management through citizen engagement. It should be noted that the findings and recommendations of advisory missions and the outcomes of training activities, including their publications, feed into the normative and advocacy work of the

Division and provide support to the intergovernmental dialogue of the Economic and Social Council and the Committee of Experts in Public Administration.

66. The budget of technical cooperation projects comes from the United Nations Regular Programme for Technical Cooperation, the United Nations Development Account, extrabudgetary sources such as UNDP and UNDP-administered funds, and numerous funds in trust, with contributions from donor countries and other agencies.

67. The Division undertook a joint United Nations mission with the United Nations country team, UNDP and the United Nations Office in Burundi (BNUB), in May 2011. Outcomes of the joint mission, which drew on lessons on United Nations support to public administration and local governments in post-conflict environments, included a review of United Nations assistance, its achievements and impact on peacebuilding and development processes. The review also focused on the United Nations support of public administration and local governments in Burundi to transform them into genuine central factors for sustainable economic growth and development. The mission was attended by high-ranking officials from international community partners and civil society organizations, ministers of the Burundi Government and executive managers of newly established institutions, including elected members of local governments.

68. UNDP Turkmenistan requested the Division to assist the National Assembly of Turkmenistan in the use of ICTs and information systems to streamline the workflow and information exchange in the administration of parliamentary affairs, particularly in: (a) supporting ICT strategic planning for its Parliament; and (b) strengthening the efficiency of parliamentary processes through the use of information systems.

United Nations Project Office on Governance

69. The Department of Economic and Social Affairs and the United Nations Project Office on Governance jointly sponsored a workshop on e-government in Asia and the Pacific, in collaboration with the Republic of Korea Ministry of Public Administration and Security and ESCAP, in May 2011. The objective of the workshop was to help enhance e-government policymaking capacity in the Asia-Pacific region, by providing an opportunity to discuss e-government policy issues, institutional, legal and regulatory frameworks, and strategies. More than 80 chief information officers, senior e-government officials and some experts from academia, the private sector and other fields from the Asia-Pacific region participated, in varying capacities.

70. A capacity-building workshop on public information management was co-organized by the United Nations Project Office on Governance, the Infocomm Development Authority of Singapore and UNDP Malaysia, in Singapore in November 2011. Forty-five attendees from 13 countries of the Asia-Pacific region participated in an exchange of ideas on the topics "Emerging issues on public information management and information security", "Public information protection", "Connected government framework", "Technology horizons: innovation and investment focus for the next two years", and panel discussions on public information management and the public private partnership.

Global Centre for Information and Communications Technology in Parliament

71. The Global Centre for ICT in Parliament continued to be at the forefront of the efforts of the Division and its partners to strengthen the capacities of parliaments in the use of ICTs and to improve their capacities to execute their democratic and oversight functions. The Centre organized the Fourth Parliamentary Forum on Shaping the Information Society on the theme "The triple challenge of cyber-security: information, citizens and infrastructure", in Geneva in May. The meeting addressed the particular challenges posed by the illicit use of ICT, such as the safeguarding of citizens in the connected environment; the protection of State information, data and infrastructures; and the transnational response to cybercrime.

72. Among the main capacity-building activities, in August 2011 the Centre organized a skills-development activity for the parliamentary libraries of Latin America and the Caribbean to enhance their capacity to develop, manage and deliver digital resources. The Centre also prepared two handbooks that offer guidelines and recommendations for parliamentary staff in the capturing and reporting of parliamentary proceedings and use of ICT in parliamentary libraries.

73. The Centre launched the third Global Survey of ICT in Parliaments in preparation for the release of the third issue of the World e-Parliament Report, which will track emerging trends and practices on how ICT is being used by parliaments.

74. The Centre coordinated its work with the activities of the Africa i-Parliaments Action Plan, the regional Division-led initiative that supports the development of high-quality and sustainable parliamentary information systems with the aim of fostering transparency and accountability, and supports democratic participation in African parliaments.

Support for the implementation of Africa i-Parliaments Action Plan

75. Two initiatives developed under the Africa i-Parliaments Action Plan include the Bungeni Parliamentary and Legislative Information System, an open source suite of applications for the drafting, managing, consolidating and publishing of legislative and other parliamentary documents; and the Akoma Ntoso, an Extensible Markup Language (XML) standard for parliamentary, legislative and judiciary documents. Another initiative involved the establishment and subsequent implementation of capacity-building activities of the Africa Parliamentary Knowledge Network.

Enhancing the role of national, economic and social councils in Africa

76. In 2011, the Division and the International Association of Economic and Social Councils and Similar Institutions continued a number of cooperation activities on economic and social councils. Regional capacity-building workshops were held in Nairobi and Rabat. In addition, in-country trainings to strengthen the management of economic and social councils and policy evaluation by such councils were held in Dakar, Brazzaville, N'Djamena and Nairobi. A special workshop to explore the role of economic and social councils in post-conflict situations was held in Conakry. In addition, joint work to build a section of the United Nations public administration country studies devoted to economic and social councils as relevant and important institutions for participatory governance

was continued. The success in strengthening the role of African economic and social councils became visible (e.g., when in 2011 for the first time an African economic and social council president, Mr. Babes from the International Association of Economic and Social Councils of Morocco, was elected as President of the Association).

E-government development and capacity development

77. The Division organized missions and meetings with Albania, Brunei Darussalam, Colombia and Tunisia to help strengthen e-government development in these Member States. Examples include a mission to Brunei Darussalam and participation at the International Conference on e-Government and Administration Simplification, held from 11 to 13 May 2011. The results of the 2010 United Nations e-Government Survey generated much interest among conference participants, with a number of countries indicating that they use the Survey as a benchmarking tool as part of their e-government development programmes. Another example was the advisory mission to Albania on its e-government strategy and implementation. Discussions focused on the support of the Division towards strengthening the e-government capacity of Albania, to help to enhance awareness of the importance of comprehensively addressing e-government issues. Furthermore, the meeting between the Division and UNDP-Albania led to an agreement on close collaboration in the area of e-government. In addition, an advisory mission to Tunisia was undertaken within the framework of the UNDP project to help to develop a way forward towards strengthening the development of e-government in the country. During the mission, the methodology of the United Nations e-Government Survey was presented as well as strengths and challenges of e-Government in Tunisia. The mission also led to the finalization of the terms of reference of the UNDP project and strengthened the foundation of cooperation with UNDP.

78. In collaboration with the Government of Colombia, the Division helped to design and implement the e-Government Regional Project, with an emphasis on e-government and institutional coordination for enhanced service delivery.

79. In collaboration with the Government of Iraq and UNDP, the Division delivered a capacity-building session to assess the e-government readiness of Iraq, a METER workshop of e-government self-evaluation, and outlined a strategy for e-government development.

80. The Division held a workshop for senior government officials from Jordan, Morocco and Qatar representing ministries and institutions that deal with delivering e-government services and solutions, to discuss ways to ensure that their citizens have an integrated government portal.

81. An advisory mission to the United Arab Emirates reviewed their national e-government strategy, the institutional framework of e-government activities, and e-content and e-services to look for ways to improve interaction with their citizens.

III. Proposed strategic framework for the period 2012-2013

82. The Committee is invited to provide its comments on the proposed strategic framework for the period 2012-2013 for subprogramme 8, Public administration and development management, of section 9, Economic and social affairs.

83. The proposed strategic framework is as follows:

Objective of the organization: to promote effective, efficient, transparent, accountable and citizen-oriented public administrations in the areas of: (a) institutional and human resource capacity development; (b) electronic/mobile-government development; and (c) citizen engagement and information communications technology for development management.

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Improved accessibility of information and knowledge-sharing through the United Nations Public Administration Network and the United Nations public administration country studies	(i) Increased number of visits/views to and downloads from the United Nations Public Administration Network (ii) Increased number of stakeholders in the area of public administration and governance benefiting from usage of an online public administration knowledge base
(b) Enhanced facilitation of dialogue, resolutions and actions on public administration issues effectively supported through improved publications, products and services	(i) Increased number of references/ recommendations/decisions found in the resolutions of intergovernmental bodies (ii) Increased number of references made or recommendations/decisions drawn from external publications, products and services (iii) Increased positive feedback on the advocacy, advisory and training activities of the subprogramme
(c) Increased capacity of national and local governments to strengthen professionalism, accountability and excellence in the public sector	(i) Increased participation in the United Nations Public Service Awards and Public Service Day (ii) Increased participation in online and offline training (iii) Increased number of advisory services requested by countries (iv) Increased number of methodological and technical recommendations implemented by national, regional and local governments as a result of advisory services and technical cooperation projects

84. The strategy to achieve the above-mentioned expected accomplishments is based on an integrated approach comprising the provision of substantive support to the General Assembly, the Economic and Social Council, the Committee of Experts on Public Administration, the United Nations Public Service Awards and Public Service Day, and the provision of analytical research, advocacy, advisory services, training and knowledge-sharing in public administration and development management. It is aimed at:

(a) Promoting greater awareness, common approaches, understanding and sustainable policy options among governments in key substantive areas of public administration and development management;

(b) Strengthening partnerships and cooperation with other international, regional and professional organizations, both public and private, within and outside the United Nations system to build an online global knowledge base in public administration and development management that is comprehensive, useful and easy to access;

(c) Providing analytical research, advocacy, advisory services, training and knowledge-sharing, particularly to countries or related institutions that have requested assistance, and to developing countries, especially the least developed countries, countries emerging from conflict or crisis and countries with economies in transition.

IV. Recommendations

85. **Through the annual session of the Committee of Experts on Public Administration, the Secretariat receives guidance from the Committee on its scope of activities. At its tenth session in 2011, the Committee, through a draft resolution, which was presented to and adopted by the Economic and Social Council at its substantive session of 2011, requested the Secretariat:**

(a) **To continue to support the development of the United Nations Public Administration Network for partnership-building, knowledge dissemination and the exchange of knowledge, best practices and lessons learned in the area of public administration;**

(b) **To continue to develop and promote the United Nations public administration country studies, which contains analytical and case studies, guidelines and other knowledge-sharing outputs on best practices and lessons learned in governance for development, including for post-conflict countries and countries facing the cumulative effects of successive disasters;**

(c) **To better publicize the opportunity represented by the United Nations Public Service Awards to disseminate information on good practices and innovation from the awards and to strive to better promote and utilize innovative public administration initiatives, including those identified within *the context of the awards*;**

(d) **To continue to enhance, within existing resources, its support for capacity-building in the public sector, including in human resources development, promoting participatory governance institutions with a view to making public administration more open, transparent, accountable and**

responsive to citizens in all countries, and use case studies, as appropriate, in capacity-building and training activities, and assess the impact of these case studies;

(e) To continue to assist in analysis, policy options and capacity-building, including for post-conflict countries, particularly on their governance capacities for development;

(f) To continue to provide countries in post-disaster situations with policy advice, capacity-building actions and tools for engaging citizens, civil society organizations and the private sector in recovery and reconstruction efforts, deepening public accountability and preventing corruption;

(g) To continue activities around the themes of public service delivery and the engagement of citizens in accountability and preventing corruption;

(h) To continue to assist in capacity-building and technical cooperation for e-government, including through the further development of the Measurement and Evaluation Tool for E-Government Readiness.